

DISASTER RISK MANAGEMENT PROGRAM, INDONESIA – COVER NOTE

The Disaster Risk Management (DRM) concept note has passed internal AusAID peer review and has gained endorsement from AusAID's government counterpart in this sector, the Indonesian Disaster Management Agency (BNPB). The budget is indicative.

During the design phase for a new DRM Program, a number of key points will be considered. These include:

- 1. Taking lessons from other DRM programs in the region, including the Integrated Disaster Risk Management Plan.**
- 2. Show how the program is building on the achievements and lessons from the current Australia Indonesia Facility for Disaster Reduction (AIFDR).**
- 3. Highlight how investing in a middle income country like Indonesia requires a different type of investment.**
- 4. Explore how the different components of the program contribute to the defined outcomes.**
- 5. Address the importance of community level work.**
- 6. Explore the regional engagement component.**
- 7. Develop a strategy for how the program will adopt a progressive approach. For example, from a hazard entry point or from disaster preparedness to disaster mitigation.**
- 8. Explore how Climate Change Adaptation will be integrated into community-level work.**
- 9. Explore how gender and social inclusion can be best incorporated into the program.**
- 10. Articulate the rationale for selecting program locations (provinces and districts). To what extent should urban locations be specifically considered?**
- 11. Explore the sustainability and replication risks associated with any community level work.**

The concept note outlines a new AUD263 million program of support for Disaster Risk Management (DRM) in Indonesia over eight (8) years. The core focus of the program is on reducing deaths and injury from natural disasters by strengthening community self-reliance and Government of Indonesia (GoI) preparedness to respond to disasters. The program also provides a smaller investment to support the Government of Australia's (GoA) response and recovery work in Indonesia and engagement with regional fora on DRM issues.

Beyond the life of the program, the goal is to *reduce the impact of natural disasters on communities, especially the vulnerable*. In order to achieve this goal, the program will trial effective approaches to GoI preparedness and community self-reliance with the ultimate aim of GoI, Civil Society Organisations (CSOs) and donors adopting and replicating these approaches.

By the end of the program, the overarching purpose that will be achieved is *GoI, CSOs and donors are progressively ready to replicate effective DRM approaches*.

The concept note for DISASTER RISK MANAGEMENT PROGRAM, INDONESIA is provided for the information of individuals/organisations.

Based on the Concept Note, and in a collaborative effort to ensure the quality of the investment, individuals/organisations are encouraged to submit views and/or issues that they would like to see further considered/clarified during the design process. All Submissions submitted, and received by AusAID, are done so with the individual's/organisation's understanding of the *Submission Conditions* detailed below. Submissions should be sent to drm@ausaid.gov.au.

Submissions are welcomed before 31 May 2013. AusAID cannot guarantee that submissions received after this date will be considered by the design team.

Submission Conditions

- Individuals/Organisations submit, and AusAID receives, submissions on the understanding that the individual/organisation, owns the material and any intellectual property (IP) in the material, and grants to AusAID a permanent, irrevocable, royalty-free worldwide, non-exclusive licence to use, reproduce, adapt and otherwise exploit such material or IP in conjunction with the design or the Disaster Risk Management Program, Indonesia. The licence granted includes the right for AusAID to sub-licence any material or IP to any of its employees, agents or contractors to use, reproduce, adapt and otherwise exploit the material or IP incorporated in the submission for the purposes of performing functions, responsibilities, activities or services for, or on behalf of, AusAID.
- AusAID may in its absolute discretion decide whether to use, reproduce, adapt and otherwise exploit such material or IP.
- The individual/organisation warrants that the submission of the material, for the purposes permitted by the submission conditions, will not infringe the moral rights of any person.
- AusAID and the design team will not respond directly to any issues or views raised by individuals/organisations.

Individual submissions will not be referenced/identified in the design document but may be referred to generically as representing a market opinion.

Disaster Risk Management Concept Note

Executive Summary

This concept note outlines a new \$263 million program of support for Disaster Risk Management (DRM) in Indonesia over eight years. The core focus of the program is on reducing deaths and injury from natural disasters by strengthening community self-reliance and Government of Indonesia (GoI) preparedness to respond to disasters. The program also provides a smaller investment to support the Government of Australia's (GoA) response and recovery work in Indonesia and engagement with regional fora on DRM issues.

The program builds on the knowledge, achievements and relationships established under the current \$67 million Australia-Indonesia Facility for Disaster Reduction (AIFDR) and AusAID Jakarta's Disaster Response Unit. AIFDR was jointly announced by the former Australian Prime Minister and the Indonesian President in November 2008. It is delivered in partnership with BNPB under joint programming arrangements and is due for completion in June 2013.

This concept note has been developed and written in-house by AusAID, with the support of an external design facilitator. The concept is informed by dialogue with partners, especially BNPB, but also internally within AusAID, with Australian Government partners, donors and civil society. This concept is also informed by analysis which drew on existing international and domestic literature, program evaluations and experiences in implementing AIFDR and aspects of other programs in the AusAID Indonesia Country Program.

Rationale for investing in Disaster Risk Management in Indonesia

Indonesia is one of the most natural disaster prone countries in the world. These natural disasters cause significant impacts, including loss of life, economic loss and social impacts, which threaten development gains. Supporting DRM aligns with Australian Government priorities, particularly AusAID's strategic goal of saving lives through better preparedness for and response to disasters. DRM is also a Government of Indonesia priority, as reflected in the Disaster Management Law, Medium Term Development Plan (2010-2014) and most recently, the President's *Master Plan for Reducing Tsunami Risk*. Investing in the DRM sector provides an important opportunity to strengthen the bilateral relationship between Australia and Indonesia and continues to position Australia as a lead donor in the DRM sector. It also capitalises on Australia's comparative advantage, which has been gained through its experiences with AIFDR.

Key development challenges

Natural disasters cause a large number of deaths and injury in Indonesia, with most of these caused by tsunamis and earthquakes. The program will focus on two key factors that contribute to this loss of life. Firstly, communities are not sufficiently preparing for disasters nor mitigating disaster risks. In particular, communities are not responding appropriately to warnings by using agreed evacuation routes and shelters. This is because district government disaster management agencies do not have the human or financial resources to reach down to the village level to build community resilience without sustained support from suitable partners.

Secondly, provincial and district governments are not sufficiently prepared to respond to disasters in a timely and coordinated manner. Provincial and district disaster management agencies are not effectively coordinating local government agencies to prepare for disasters, by conducting response planning and simulations which are informed by hazard mapping. In addition, provincial disaster management agencies are not effectively implementing Emergency Operations Centres, to act as the hub before and during a disaster for multi-agency command and coordination, decision-making and information management.

The key reason for these two factors is that the DRM sector in Indonesia is new and evolving. The current DRM framework, including dedicated national and local disaster management agencies, was only established since the passage of the Disaster Management Law in 2007. The policy framework is not fully developed or resourced, organisational systems are not fully aligned with the policy framework, and other aspects of organisational capacity of relevant agencies requires strengthening, so that they can perform their key functions well.

Program Description

Core Program

Beyond the life of the program, the goal is *to reduce the impact of natural disasters on communities, especially the vulnerable*. In order to achieve this goal, the program will trial effective approaches to GoI preparedness and community self-reliance with the ultimate aim of GoI, Civil Society Organisations (CSOs) and donors adopting and replicating these approaches.

By the end of the program, the overarching purpose that will be achieved is *GoI, CSOs and donors are progressively ready to replicate effective DRM approaches*. It is not expected that these actors would replicate effective approaches within the program time-frame.

The trials will be implemented in approximately 25 districts across four provinces. Criteria have been developed to guide selection of these locations. By the end of the program, the outcomes that will be achieved in these trial locations are:

1. **Community self-reliance** – *Communities effectively prepare for and mitigate disaster risks.* This will be achieved through partnerships between district disaster management agencies (BPBDs) and CSOs, to facilitate community knowledge and behaviour change.
2. **GoI preparedness for response** – *District and provincial governments are prepared to deliver an effective, timely and coordinated disaster response.* This will be achieved by supporting provincial and district disaster management agencies (BPBDs) to conduct response planning and simulations, informed by hazard mapping. Local government preparedness will also be supported by the establishment and implementation of Emergency Operations Centres.

The program will also address key aspects of organisational performance to enable the trials to work. The end-of-program outcomes that will be achieved in relation to these key aspects of the enabling environment are:

3. **CSO organisational performance** – *CSOs demonstrate key aspects of organisational performance required to trial and replicate effective DRM approaches at the local and national level.*
4. **GoI organisational performance** – *Key government agencies demonstrate key aspects of organisational performance required to contribute to the trials and replicate effective DRM approaches at the local and national level.*

The program will work through the National Disaster Management Agency (BNPB) as the entry point for building provincial and district BPBD capacity, although initially the program may need to work directly with BPBDs while BNPB's capacity to support BPBDs is being strengthened. The program will also work directly with national science agencies. In order to build community capacity, the program will work directly with CSOs, district BPBDs and BNPB.

The program will take a progressive approach. Initially, support for local government preparedness and community self-reliance will focus on saving lives and preventing injury in the case of tsunamis and earthquakes. Work at the community level may also work on other disasters and impacts as relevant to the needs of the community.

Over time, the program will look for opportunities to broaden the types of impacts and disasters it focuses on, including through work on more complex mitigation actions (for example, disaster proofing buildings and spatial planning). These opportunities will be sought by commissioning analysis and potentially conducting trials to learn more about other impacts, disasters and complex mitigation actions. This information can then be used as the basis for policy dialogue with GoI, which may open up new areas for the program to support.

A Knowledge-to-Policy Strategy will be developed, to ensure that credible evidence about the approaches effectively informs GoI policy development in DRM, as well as programming and funding by CSOs and donors. Through the Knowledge-to-Policy Strategy, it is expected that CSOs and donors will increasingly advocate to GoI to adopt effective DRM approaches. There will be a significant investment in the design, monitoring and evaluation of the trials, to ensure that credible evidence will be generated.

Due to the new and evolving nature of the DRM sector, the program will require access to a pool of flexible funds that can be used to strengthen commitment from partners and stakeholders, learn more about the DRM sector and respond to policy windows as they present themselves. This pool will also support the Australian Response and Recovery, and Regional Engagement components (described below). Selection criteria for use of the flexible funds will be developed during the design phase.

Australian Response and Recovery

Australia and Indonesia have a long history of working together during times of disaster. A key priority of the Australian aid program is ensuring that Australia provides fast and effective responses to large disasters. The program will build on the Australian response and recovery work of AusAID Jakarta's Disaster Response Unit, with the aim that **GoI draws on Australian assistance in disasters that require external support.**

This can be achieved if GoI and GoA demonstrate and commit to a strong and enduring partnership; Australian whole-of-government partners deliver an effective, well-coordinated disaster response and recovery program that meets the needs of affected populations (especially vulnerable groups); and if AusAID can demonstrate donor leadership in the DRM sector in Indonesia. A range of strategies will be employed that include working together with Indonesian officials and Australian whole-of-government partners on joint work programs; developing robust plans which link disaster response, recovery and long-term development activities; and ensuring that work is harmonised with other stakeholders such as the United Nations, non-government organisations and Indonesian faith-based organisations.

Regional engagement

It is important that any regional engagement on DRM issues by Australia is underpinned by strong knowledge of the DRM sector. For this reason, the program will include a component for regional engagement, rather than having a separate, stand-alone activity. This program will support the Australian Government's regional engagement on DRM issues, by funding an Executive Level 1 (EL1) position based in the Asia Regional Section in Jakarta. A budget for regional activities will also be provided, which will be designed and managed by the EL1 position. The broader DRM program will provide this position with access to DRM knowledge and networks, to pursue regional policy objectives.

Modalities

The program's governance arrangements will reflect and prioritise the current strong partnership approach under AIFDR, by ensuring that AusAID and BNPB continue to have joint decision-making over programming decisions. These governance arrangements will be developed during the design phase.

GoA officials from AusAID will deliver the fundamentals of the new program, ensuring the continuation of the government-to-government links, decision-making with BNPB, policy dialogue, maintaining GoI partnerships and strategic planning and programming. It is expected that this component of the program will be delivered by a Counsellor and six staff, with a further five staff delivering the Australian Response and Recovery component.

These AusAID staff will be responsible for oversight of a managing contractor who will deliver technical assistance and administrative support, including sub-contracting and financial management.

GoA officials such as Geoscience Australia will be deployed using the Deployment Support Services – Indonesia model. It is expected that three staff Geoscience Australia staff will be required to deliver the technical hazard mapping parts of the program.

Key risks

There are four key risks to achieving the program outcomes, which must be managed during implementation:

- a) A major disaster in Indonesia focuses BNPB attention on response and recovery, reducing its activities and capacity in preparedness.
- b) A change in leadership after the Presidential elections in 2014, potentially leading to a decrease in the level of support and advocacy currently enjoyed by BNPB and the DRM sector.
- c) Evidence from the trials to build community self-reliance show that it is not possible to replicate these approaches across a wider geographic area in Indonesia.
- d) Australia's relationship with GoI fails to meet Australian ministerial expectations for providing relief and recovery packages following a major disaster.

Design process next steps

During the design stage, further dialogue will be conducted with government and non-government stakeholders to develop the design and maintain stakeholder ownership of the design. More in-depth analysis will be conducted to test and strengthen the evidence base for decisions in the concept note. The design will be peer reviewed in July/August 2013, with final approval by the Indonesia Program FADG.

List of Abbreviations

| | |
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| ACCESS | Australia Community Development and Civil Society Strengthening Scheme |
| AIFDR | Australia Indonesia Facility for Disaster Reduction |
| AIPD | Australia-Indonesia Partnership for Decentralisation |
| ANTARA | Australia Nusa Tenggara Assistance for Regional Autonomy |
| APBD | Sub-national Annual Budget (Anggaran Pendapatan dan Belanja Daerah) |
| APEC | Asia Pacific Economic Cooperation |
| ASEAN | Association of South East Asian Nations |
| BASARNAS | National Search and Rescue Agency (Badan SAR Nasional) |
| BIG | Geospatial Information Agency (Badan Informasi Geospasial) |
| BMKG | Meteorology, Climatology and Geophysics Agency (Badan Meteorologi, Klimatologi dan Geofisika) |
| BNPB | Indonesian National Disaster Management Agency (Badan Nasional Penanggulangan Bencana) |
| BPBD | Sub-national Disaster Management Agency (Badan Penanggulangan Bencana Daerah) |
| BPPT | Agency for Assessment and Application of Technology (Badan Pengkajian dan Penerapan Teknologi) |
| CBDRM | Community-Based Disaster Risk Management |
| CSO | Civil Society Organisation |
| DFAT | Department of Foreign Affairs and Trade |
| DIPECHO | Disaster Preparedness European Commission Humanitarian Office |
| DRM | Disaster Risk Management |
| DRU | Disaster Response Unit |
| EAS | East Asia Summit |
| ELSPAT | Institute for Sustainable Agriculture and Rural Livelihoods |
| EOC | Emergency Operation Centre |
| EU | European Commission |
| GFDRR | Global Fund for Disaster Reduction and Recovery |
| GITEWS | German-Indonesia Tsunami Early Warning System |
| GIZ | German International Development Agency (Gessellschaft für Internationale Zusammenarbeit) |
| GoA | Government of Australia |
| Gol | Government of Indonesia |
| GPS | Global Positioning System |
| HES | Humanitarian and Emergency Section |
| ICR | Independent Completion Report |

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| IDR | Indonesian Rupiah |
| IDRC | International Development Research Centre |
| IFRC | International Federation of the Red Cross |
| InaTEWS | Indonesia Tsunami Early Warning System |
| INGO | International Non-Governmental Organisation |
| IOM | International Organisation for Migration |
| IPR | Independent Progress Review |
| ITB | Bandung Institute of Technology (Institut Teknologi Bandung) |
| JICA | Japan International Cooperation Agency |
| JST | Japan Science and Technology |
| Juknis | Operational Guidelines (Petunjuk Teknis) |
| K2B | Indonesia Consortium for Disaster Education (Konsorsium Pendidikan Kebencanaan Indonesia) |
| LOGICA | Local Governance Innovations for Communities in Aceh |
| LRRD | Linking of Relief, Recovery and Development |
| M&E | Monitoring and Evaluation |
| MAMPU | Empowering Indonesian Women for Poverty Reduction (Maju perempuan Indonesia untuk mengatasi kemiskinan) |
| MoHA | Ministry of Home Affairs |
| MOU | Memorandum of Understanding |
| MPBI | The Indonesian Society for Disaster Management (Masyarakat Penanggulangan Bencana Indonesia) |
| NGO | Non-Government Organisation |
| NTT | East Nusa Tenggara Province (Nusa Tenggara Timur) |
| NU | Nahdlatul Ulama |
| OCHA | Office for the Coordination of Humanitarian Affairs |
| Perbup | Head of District Regulation (Peraturan Bupati) |
| Perda | Sub-national Regulation (Peraturan Daerah) |
| Perka | Head of Agency Regulation (Peraturan Kepala) |
| PLANAS | The National Platform for DRR (Platform Nasional) |
| PMI | Indonesian Red Cross (Palang Merah Indonesia) |
| PNPM | National Program for Community Empowerment (Program Nasional Pemberdayaan Masyarakat) |
| Puskesmas | Community Health Centre (Pusat Kesehatan Masyarakat) |
| SCDRR | Safer communities through Disaster Risk Reduction |
| Sekda | District Secretary (Sekretaris Daerah) |

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| TKPKD | Sub-national Anti-Poverty Coordination Teams (Tim Koordinasi Penanggulangan Kemiskinan Daerah) |
| TNI | Indonesian Armed Forces (Tentara Nasional Indonesia) |
| TNP2K | National Team for Accelerating Poverty Reduction (Tim Nasional Percepatan Penanggulangan Kemiskinan) |
| UN | United Nations |
| UNDP | United Nation Development Program |
| USAID | United States Agency for International Development |

1. Introduction

Indonesia exists with the constant background impact of natural disasters shaping and influencing all aspects of the nation. The earth processes and resulting natural disasters are also the fundamental constructs that shape the physical and cultural aspects of Indonesia. From time to time, the devastating impact of major events shocks the nation and the world, refocusing attention on better preparedness and response. The recent 2004 tsunami, earthquakes in Yogyakarta and West Sumatra in 2006 and 2009 and the Yogyakarta volcanic eruption in 2010 are a reminder of the regular occurrence of these events and the need to build international, national and local capacity to meet these challenges.

Australia and Indonesia have recognised the benefits of a long term partnership to help address the immense challenges faced in the Disaster Risk Management space in Indonesia. In 2008, the then Prime Minister and President announced a five year, \$67 million, Australia-Indonesia Facility for Disaster Reduction (AIFDR). AIFDR is delivered in partnership with Indonesia's Disaster Management Agency (BNPB), and is a centrepiece of our bilateral and regional disaster risk management program, reflecting the benefits of multi-disciplinary engagement and collaborative approaches and partnerships. In the final year of the AIFDR program it is necessary to recognise that while the achievements of the program have been significant, the magnitude of the task ahead is immense, necessitating a continued commitment to further reducing the impacts of natural disasters.

This concept note outlines a new program of support for Disaster Risk Management (DRM) in Indonesia, over the next eight years. The program builds on the knowledge, achievements and relationships established under the AIFDR and AusAID Jakarta's Disaster Response Unit. The core focus of the program is on reducing deaths and injury from natural disasters by strengthening community self-reliance and Government of Indonesia (GoI) preparedness to respond to disasters. The program also provides a smaller investment to support the Government of Australia's (GoA) response and recovery work in Indonesia and engagement with regional fora on DRM issues.

Indonesia has demonstrated a strong commitment not only to better prepare for and respond to its own natural disasters but also to take a regional leadership role. It has also demonstrated a willingness to adapt and change, to meet the challenges ahead and through AIFDR, a desire to work in partnership on issues of national significance.

2. Situation Analysis and Rationale for the Program

2.1. What is the Disaster Risk Management Sector?

Disaster Risk Management (DRM) involves action taken before, during and after a disaster by a wide range of actors (communities, civil society, donors, the private sector and national and local government agencies). These actions are designed to reduce the impact of disasters on the population.

Before a Disaster

Government's role is to be prepared to respond to a disaster by: forecasting disaster events through developing hazard maps and scenarios; developing and testing early warning systems; and organising and strengthening the capacity of government agencies to deliver timely and effective disaster responses. Government's role is also to mitigate the risk of disasters through non-structural measures (e.g. community awareness, livelihood protection, spatial planning, and building codes) and structural measures (e.g. disaster-proofing public and private infrastructure, and flood

defences).¹ **Civil Society Organisations (CSOs)** play a role in building community awareness and preparedness, as well as facilitating the involvement of communities in government DRM planning and activities. **Communities' role** is to understand disaster risks and organise collectively to take action to prepare for and mitigate the risk of disasters at the local level and participate in government DRM planning and activities.

During a Disaster

Government's role is delivering response services including disseminating early warnings, search and rescue, evacuation, health and medical services and provision of basic needs such as food, water, clothing and shelter. **CSOs** play a key role in providing response services at the community level and have the ability to reach marginalised groups. **Communities** need to respond to early warnings by taking action to save their lives, for example by following agreed evacuation procedures and by accessing government services.

After a Disaster

Government's role in managing recovery efforts is conducting post-disaster needs assessments, and developing and implementing recovery plans to rehabilitate and reconstruct infrastructure, restore key government services (eg health, psychosocial counselling, education, water and sanitation, electricity), return and reintegration of displaced communities and restore livelihoods.² **CSOs** may also play a role in initially providing these services. **Communities' role** is to utilise these government services in order to rebuild their lives.

2.2 Why Invest in DRM in Indonesia?

Natural disasters cause significant impacts, including loss of life, economic loss and social impacts. **Indonesia is one of the most natural disaster prone countries** in the world³ and the 12th highest mortality risk from disasters.⁴ The number, scale and impacts of natural disasters world-wide are increasing due to climate change, population growth and urbanisation.⁵ While official GoI data shows that since 1815 there have been 9,348 natural disaster events affecting 16,969,027 people, these figures are considered a significant underestimate and in no way reflect the true magnitude of disaster impacts in Indonesia.

Disasters threaten development gains. Deaths caused by disasters not only tear families apart, but also reduce the earning potential of households. Economic loss at the household level through the destruction of houses, private assets and livelihoods can push poor people further into poverty and force the near-poor back into poverty. Improvements to government service delivery can be threatened when disasters destroy key public infrastructure (e.g. schools and hospitals) and cause the death or injury of service delivery staff (e.g. teachers, health workers, government officials) such as in the 2009 Padang earthquake.

A key priority of GoI is DRM. The Disaster Management Law 24/2007, which was passed in response to the tragedy of the Aceh tsunami, mandates GoI to protect all citizens from the affects of disasters. The Disaster Management Law, National Disaster Management Plan and National Action

¹ Twigg, J. (March 2004) Disaster Risk Reduction: Mitigation and Preparedness in Development and Emergency Programming. *Good Practice Review*, No.9, Chapter 11

² Cluster Working Group on Early Recovery (2008) *Guidance Note on Early Recovery*, Geneva: UNDP

³ World Bank (2011) *Disaster Risk Management Programs for Priority Countries*. WB GFDRR and UNISDR: Washington DC, (Indonesia chapter between page 154 and 164)

⁴ World Bank *Natural Disaster Hotspots, A Global Risk Analysis* – Table 1.2 Disaster Risk Management Series, World Bank, Washington DC, USA, 2005

⁵ AusAID (2009) *Investing in a Safer Future: A Disaster Risk Reduction policy for the Australian aid program*. Canberra: Commonwealth of Australia; Asian Disaster Preparedness Centre (ADPC) (2011) *ADPC Strategy 2020: Towards a Safer Asia – Building Resilience through Innovation and Partnerships*, ADPC: Bangkok

Plan for Disaster Risk Reduction, established a new regime which marked a shift away from the traditional focus on disaster response, to a more comprehensive focus which includes prevention, mitigation and preparedness.⁶ DRM has since been identified as one of the top 11 priorities in Gol's Medium Term Development Plan (2010-2014).

DRM aligns with Australian Government priorities. The strategic goals of the Australian aid program include saving lives through better preparedness for and response to disasters and humanitarian crises.⁷ AusAID's Disaster Risk Reduction Policy⁸ broadens this priority, by aiming to reduce vulnerability and enhance the resilience of countries and communities to natural disasters. DRM is strongly linked to Australia's foreign policy objectives through engagement in regional fora such as the East Asia Summit, the Association of Southeast Asian Nations (ASEAN) and Asia-Pacific Economic Cooperation (APEC). Furthermore, DRM provides unique diplomatic opportunities for governments to work together in areas of mutual interest such as civilian-military engagement in humanitarian issues.

In addition to regional relationships, the DRM sector provides an important opportunity to **strengthen the bilateral relationship** between Australia and Indonesia. As its closest neighbour, Australia has a strong interest in a stable and prosperous Indonesia that plays a constructive role in the region and beyond. AIFDR has demonstrated that providing opportunities for Australia and Indonesia to work together on DRM issues can have great value in strengthening the bilateral relationship.

Australia has developed a **clear comparative advantage** and the potential to **build on previous successes** given the knowledge, achievements and relationships gained through AIFDR. Through this program, Australia has developed working partnerships with government and civil society partners in the following areas: using science to better understand risk and to identify appropriate management strategies; starting to build government technical capacity in preparedness (especially contingency planning and simulations); and starting to develop linkages between local government, civil society and communities. These earlier partnerships and activities also position Australia as a **lead donor** in terms of the scope and influence of the investments to date.

2.3 How to Invest in Indonesia: The Country Program Strategic Direction

Based on discussions with Senior Management, AusAID's current strategic directions for the Australia-Indonesia Partnership require that new investments:

- improve the effectiveness of key government institutions through **strengthening capacity and accountability at all levels**;
- leverage Indonesia's own substantial resources, through helping to **trial new approaches** that will enable the Indonesian government to make **policy choices based on evidence**;
- **build local capacities**, both within government but also by strengthening capacity at the community level;
- help Gol to **reach the most marginalised and vulnerable**;
- complement and enhance **the work of other major donors**; and

⁶ Willits-King, B (2009) *The role of the affected state in humanitarian action: A case study on Indonesia*. Humanitarian Policy Group, Overseas Development Institute: London; Badan Nasional Penanggulangan Bencana (BNPB) (2012) *AIFDR-DRU & BNPB Team Building and Planning Workshop*. Jakarta. Unpublished Report

⁷ AusAID (2011) *An Effective Aid Program for Australia: Making a real difference – Delivering real results*. Canberra: Commonwealth of Australia

⁸ AusAID (2009) *Investing in a Safer Future: A Disaster Risk Reduction Policy for the Australian Aid Program*. Canberra: Commonwealth of Australia

- enable mutually beneficial cooperation between Australian and Indonesian Government agencies, as a way to **strengthen the bilateral relationship**.

This concept note directly addresses each of these priority areas which are described in the program description in Section 4.

2.4 A New and Evolving DRM Sector in Indonesia

The DRM sector in Indonesia is new and evolving. The current DRM framework, including dedicated agencies for disaster management, was only established since the passage of the Disaster Management Law in 2007. The Disaster Management Law decentralises DRM to the provincial and district government levels. This is consistent with international trends, where many countries have decentralised responsibility for DRM from the national to local government levels. The United Nations Hyogo Framework for Action itself calls for decentralisation of DRM to promote community-level disaster risk reduction.⁹ Although it can be challenging where local government capacity is low, decentralisation encourages more responsive governments through greater interaction between government, CSOs and communities.¹⁰

There are over 30 government agencies at each of the national, provincial and district levels that are expected to deliver services before, during and after a disaster. For example, the Ministry of Health provides health and medical services; the Ministry of Social Affairs provides basic relief items; the National Search and Rescue Agency (BASARNAS) and the Indonesian Armed Forces (TNI) conduct search and rescue; and the Ministry of Public Works reconstructs public infrastructure, conducts spatial planning and enforces building codes. A summary of the roles of government agencies in DRM are at **Annex 1**. The Disaster Management Law includes criminal sanctions placed on government and civil servants for failure to protect citizens before, during and after a disaster; however this has not yet been tested.

The key agency with overarching responsibility for DRM at the national level is the National Disaster Management Agency (BNPB). It was established in 2008 with the mandate to command, coordinate and implement an integrated disaster management system. BNPB falls under the coordination of the Coordinating Ministry for Social Welfare (*Menkokesra*), however the Head of BNPB reports directly to the President. This means that BNPB is driven by Presidential priorities. For example, BNPB is currently working on the President's *Master Plan for Reducing Tsunami Risk*.

At the local level, the key agencies responsible for DRM are the provincial and district disaster management agencies (BPBDs). BNPB expects these local BPBDs to coordinate efforts before, during and after a disaster, as well as command and control disaster response. The Disaster Management Law mandates all provinces to establish a BPBD, but districts can choose whether to establish a BPBD based on need and level of disaster risk.¹¹ The Head of BPBDs are echelon 1B officials, one level lower than the Governor (Provincial Head) or *Bupati* (District Head). At the district level, the head of the BPBD is also the District Secretary (*Sekda*), that is, the most senior civil servant in the district government. As with the rest of local government, BPBDs are in-line agencies of the Ministry of Home Affairs. BPBDs do not report to BNPB, but do receive funding directly from BNPB as well as MoHA.

⁹ More than half of the 82 countries and territories that reported progress implementing the Hyogo Framework for Action (a global blue print for disaster risk reduction) in 2010 confirmed that local governments have legal responsibility and budgets for DRM. See UNISDR (2011) *Global Assessment Report on Disaster Risk Reduction 2011*

<http://www.preventionweb.net/english/hyogo/gar/2011/en/how/governance3.html>

¹⁰ Twigg, J. (March 2004) p66-67; UNISDR (2011); Scott, Z. and Tarazona, M. (2011) *Study on Disaster Risk Reduction, Decentralisation and Political Economy*. Oxford: UNDP

¹¹ In the absence of a formal BPBD, districts have an ad-hoc cross-sectoral unit to handle disasters, called Satlak (*Satuan Pelaksana* or Implementation Task Force).

To date, there have been positive developments in the take-up of BPBDs. All 33 provinces have now established a BPBD. Despite the fact that it is not compulsory to establish a district BPBD, by the end of 2011, 357 out of 491¹² district BPBDs had been established. Since 2010 there has been a rapid increase in the number of district BPBD.¹³

Apart from the government, there are a number of non-government actors in the DRM sector in Indonesia. These roles are acknowledged in the Disaster Management Law. Communities have a key role to play in preparing themselves for disasters and taking local action after a disaster. CSOs, INGOs, donors and the United Nations play a role in building community awareness and preparedness and mitigation efforts, and response and recovery, as well as contributing funding for DRM. Since the Indian Ocean Tsunami in 2004, the involvement of the private sector in DRM has grown, particularly in providing emergency relief supplies to communities and small-scale reconstruction after a disaster. The media also plays a role in raising awareness of DRM issues and disseminating early warnings to the community.

2.5 Development Challenges and Strategic Options for Investments

This section provides an overview of the key development challenges in the DRM sector in Indonesia, and provides a basis for making strategic choices for investing in key areas of DRM. The main criteria for selection of areas of engagement were based on: the likely impact of that aspect of the investment on reducing the impact of disasters on the population – most specifically saving lives; evidence from international literature on good DRM practice; current policy and implementation priorities of the GoI and GoA; the absorptive capacity of key stakeholders; where others are working effectively; where Australia is likely to add value and build on earlier successes; and the resources available to the program.

a) Investing in Different Aspects of the DRM Cycle

Investments can be made right across the DRM cycle (before, during, and after a disaster including complex mitigation activities) or they can be focused on a particular aspect. Focussing efforts represents good value for money, and also supports GoI current priorities in the sector.

International evidence shows that **actions taken before a disaster are the most effective ways to reduce the impact of disaster**. International studies show that these sorts of interventions reduce the costs incurred by disaster response and recovery efforts.¹⁴ Of particular note is that for every dollar invested in disaster preparedness and mitigation there is a saving of four to eight dollars in disaster losses¹⁵. The emphasis on taking action before a disaster is strongly emphasised by the Hyogo Framework for Action 2005-2015 (recently reaffirmed by the G20 in Rio), which calls for international efforts to reduce disaster risks and build resilience to disasters.

Actions like government and community preparedness can save lives, while more complex mitigation measures can both save lives and reduce economic loss. These sorts of mitigation measures include disaster-proofing buildings, building codes, spatial planning, livelihood protection and social protection. The sectoral nature of these mitigation measures means that these sorts of activities need to be integrated into the development activities of line ministries. However, moving into more complex mitigation measures requires careful consideration and a staged approach in

¹² According to Directorate-General of Fiscal Balance, Ministry of Finance

¹³ AIFDR (May 2012) *Rapid Review of BPBDs in four provinces*. AusAID: Jakarta

¹⁴ AusAID (2009) *Investing in a Safer Future: A Disaster Risk Reduction Policy for the Australian Aid Program*. Canberra: Commonwealth of Australia, p11. Cabot Venton & Venton (2004) *Disaster Preparedness Programmes in India: A cost benefit analysis*. Overseas Development Institute Humanitarian Practice Network; World Meteorological Organisation (WMO) and UNISDR: *Fact Sheet: Climate Information for Reducing Disaster Risk*; IFRC (2002) *World Disasters Report 2002: focusing on reducing risk*. IFRC: Geneva.

¹⁵ UNESCO (2007) *Disaster Preparedness and Mitigation*. UNISDR Press: Paris

Indonesia. The straightforward nature of preparedness activities suggests early gains here that can be used to sustain momentum for other DRM sector development. The GoI Presidential priorities are focused on preparation (and response) where policy windows are opening, champions exist, and resources are increasingly made available. National BNPB and local level BPBDs' performance is currently judged by other Ministries on their ability to deliver services related to preparedness, so despite their mandate to work on mitigation, their current policy and performance priorities lie with preparedness. Mitigation remains an emerging issue and successful mitigation will first require the establishment of credible and capable disaster management agencies who are in a position to successfully coordinate and advocate for action.

There are complexities in working on mitigation; however there are opportunities to work on preparedness. Saving lives through better preparedness for and response to disasters is one of the strategic goals of Australia's aid program. For these reasons, an investment in DRM will have the greatest impact by focussing on saving lives through preparedness while positioning ourselves for mitigation work in the future.

b) Investing in Different Types of Disasters

It is not usually feasible to work on all types of disasters across the many actions required before and during a disaster. Different types of disasters require different types of science to inform risk assessment, scenarios, contingency plans and early warning systems and GoI does not have the absorptive capacity to address all at once and therefore it prioritises hazards. This program will focus on tsunamis and earthquakes. There are a number of reasons for focusing on earthquakes and tsunamis:

- i) Tsunamis cause far more deaths than any other natural disaster in Indonesia and have the potential to affect almost every province. GoI data shows that over 90 percent of deaths caused by disasters since 1815 were due to tsunamis; earthquakes account for five percent. While floods affect the most people and cause the largest economic loss, they do not cause nearly as many deaths.
- ii) There is an opportunity to save lives in tsunamis. Lives can be saved if people know how to understand early warnings and where to run when they think a tsunami is coming. Upon feeling an earthquake or receiving a formal warning, people have time to evacuate to safety before a tsunami hits.
- iii) There is limited time to save lives in the event of a tsunami and therefore any response by communities and government needs to be planned and coordinated. Early warnings for volcanoes, on the other hand, provide more advanced warning and therefore usually provide longer periods for response, meaning the same emphasis on planning and coordination is not needed ensure an effective response.
- iv) Preparedness for tsunamis is one of BNPB's highest priorities as demonstrated by the President's new *Master Plan for Reducing Tsunami Risk*.
- v) In a still developing DRM sector, saving lives in tsunamis provides a realistic entry point for building sub-national capacity, while looking for opportunities over time to work on more complex mitigation measures that are required to address a broader range of impacts of other hazards.

- vi) Earthquakes and tsunamis are explicitly linked with earthquakes causing 84 percent of the tsunamis that have affected Indonesia since 1800.¹⁶

c) Investing in Community Self-Reliance and Civil Society Organisations

Investments can be made with a focus on government preparedness for response, or they can include a wider investment in CSOs and community self-reliance. As the first responders in any disaster, communities play a key role in reducing the impact of disasters.¹⁷ Given that most of the loss of life during a disaster occurs in the first 24-48 hours,¹⁸ the immediate community response can have a significant impact on saving lives. Effective community preparedness and mitigation for tsunamis and earthquakes requires communities having the knowledge and motivation to respond appropriately to natural and government-issued warnings by using agreed evacuation routes and shelters. This is a key element of an effective early warning system, but is an area that has not received sufficient attention internationally,¹⁹ despite evidence that investments in community based preparedness saves lives.²⁰ Community preparedness and mitigation can also involve a range of simpler measures as described in section 4.1(d) (Core Program Description).

Community preparedness and mitigation can be achieved through a process of community-based disaster risk management (CBDRM), which supports communities to understand and assess their risks and vulnerabilities, prepare a DRM plan, establish and strengthen community DRM groups that lead the implementation of plans, and conduct simulations to test those plans.²¹ Forming partnerships between local governments, CSOs and communities can help to build community preparedness and mitigation in these areas.

Many communities in Indonesia are not effectively preparing for and mitigating disaster risks. An AIFDR review of CBDRM activities in 15 communities in Indonesia showed that communities were not properly analysing risks; DRM plans were not properly resourced; and plans were not useful when a disaster occurred.²² The recent tsunami scare in Banda Aceh and Padang on 11 April 2012 showed that communities are not yet taking appropriate action to evacuate from a tsunami.²³

¹⁶ National Oceanic and Atmospheric Administration (NOAA), *Global Historical Tsunami Database*, http://www.ngdc.noaa.gov/hazard/tsu_db.shtml

¹⁷ Twigg, J. (March 2004), p104

¹⁸ United Nations (2005) *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters, Extract from the final report of the World Conference on Disaster Reduction(A/CONF.206/6)*. UNISDR, p33

¹⁹ Twigg, J. (March 2004), pp299-300

²⁰ See examples of Bangladesh Cyclone Preparedness Program, Vietnam Mangrove Reforestation Program and the tsunami in Simeleu Islands in Indonesia; ReliefWeb (15 September 2007). *SurfAid International Situation Report No 2: Mentawai Earthquakes*. Indonesia. Unpublished Report; Yulianto, E., Rafliana, I., Rebrawati, L., Aditya, W. (2010) *Impact of Pre-Disaster Public Awareness Activities on Public Readiness: A Case Study of the October 25, 2010 Mentawai Tsunami*. Research Centre for Geotechnology, Indonesia Institute of Science, Bandung, & Community Preparedness, Indonesian Institute of Science: Jakarta

²¹ Twigg, J. (March 2004); see also Abarquez, I. and Murshed, Z., (2004) *Community-Based Disaster Risk Management: Field Practitioner's Handbook*. Asian Disaster Preparedness Centre (ADPC): Thailand <http://www.adpc.net/pdr-sea/publications/12handbk.pdf>

²² AusAID (2011) *CBDRM in Indonesia: Building upon Community Resilience, Strengthening State-Support, and Charting a National Model*. AusAID: Jakarta

²³ *Evaluasi Sistem Peringatan Dini Tsunami PAda Kejadian Gempabumi dan Tsunami Aceh 11 April 2012 – Laporan Awal Kaji Cepat Bersama*

Gol community resilience programs are implemented by a range of different agencies, mostly to build community mitigation efforts.²⁴ BNPB's Community Empowerment Directorate is currently preparing a pilot program for Disaster Resilient Villages (*Desa Tangguh Bencana*), which will target 21 provinces and 42 villages. The program is trialling CBDRM as a means for protecting the poor who are identified as most vulnerable to natural disaster, particularly tsunamis. The United Nations Development Programme's (UNDP) Safer Communities through Disaster Risk Reduction (SCDRR) program has been supporting BNPB to draft the policy for this program (*Perka*) and to identify key indicators of resilience.²⁵ AIFDR's Capacity Development Support Program has assisted BNPB to develop operational guidelines (*Juknis*) and BNPB is also actively encouraging a volunteer drive, working with media on promotion of disaster information and promoting a range of other community-focused programs and policies.

Given their proximity to the community, district BPBDs are expected to build community preparedness and mitigation. BNPB recognises the critical role of community resilience and plans for district BPBDs to implement the Disaster Resilient Villages program through district facilitators. However BNPB acknowledges that these agencies do not have the human resources or skills to build community resilience on their own. Gol's national anti-poverty program, PNPM, where facilitators work directly with communities presents an alternative route, but currently the facilitators do not have the time nor skills to take on additional work.²⁶

Although government activities represent a growing commitment to community-based programming, activities are not coordinated nor linked under a national policy framework, nor sufficient to achieve adequate coverage for at-risk communities. Support for community-based activities from other sources is likely to be required over the long-term. The National Disaster Management Plan (2010-2014) highlights the need for greater engagement with NGOs and other partners to promote preparedness at the community level.²⁷

Gol's readiness to work with CSOs has been demonstrated through AIFDR and in other sectors. There are a number of examples under AIFDR of local governments calling on CSOs to build local government capacity in DRM, for example through Oxfam's local partners. AusAID's LOGICA II and ACCESS programs have seen strong relationships being built between local government and CSOs,²⁸ with Bappenas exploring the possibility of expanding the ACCESS model to other parts of Indonesia. AusAID's new MAMPU program demonstrates Gol appetite to work in partnership with CSOs, through linking CSOs with the Vice-President's Commission for the Accelerated Reduction of Poverty (TNP2K) and Indonesian government line agencies.²⁹ The role of CSOs in providing services to communities is also recognised by AusAID Indonesia's Civil Society Working Group.³⁰ These examples simply demonstrate that there is a good enabling environment in Indonesia for building government-CSO-community relationships under the new DRM program.

²⁴ For example, Desa Siaga from the Ministry of Health; Desa Mandiri from the Ministry of Energy; Clean Communities from the Ministry of Environment; Clean Cities from the Ministry of Public Works; Resilient Coastal Communities from the Ministry of Marine and Fisheries; Kampung Siaga Bencana from the Ministry of Social Affairs; and Desa Mandiri Pangan from the Ministry of Agriculture.

²⁵ According to the Resilient Villages Operational Guidelines (*Juknis*), the nine indicators of a resilient village are: 1) Disaster awareness; 2) Risk map; 3) Vulnerability assessment; 4) Capacity assessment; 5) Disaster Management Plan; 6) Community DRR action plan; 7) Disaster Management volunteers / team; 8) DRR forum.

²⁶ Scott Guggenheim (personal communication) 1 June 2012

²⁷ Government of Indonesia, *National Disaster Management Plan (2010-2014)* pp 85, 89

²⁸ AusAID (March 2010) *Australian Community Development and Civil Society Strengthening Scheme (ACCESS) Phase 2: Independent Progress Review*. AusAID: Jakarta; dialogue with Decentralisation Section, 13 June 2012

²⁹ AusAID (May 2012) *Indonesia: Maju Perempuan Indonesia untuk Kesejahteraan dan Keadilan: Empowering Indonesian women for prosperity and justice - Program Design Document*, p5, Part B p25.

³⁰ AusAID (29 July 2011) *Indonesia Civil Society Engagement Strategy and Operational Guidelines for Staff (Draft)*. Jakarta. Unpublished Report.

CSOs can play a range of roles in the DRM space. International and domestic literature shows that CSOs can effectively build community preparedness and mitigation. International experience indicates that the greatest results can be achieved when communities, CSOs and local governments work together to reduce disaster risks.³¹ In order to achieve transformative change in DRM, communities (with the support of CSOs) have to be able to engage and involve government to support community activities, improve government accountability and allow communities to influence important decisions around funding priorities and public investment.³²

Most efforts in Indonesia to build community preparedness and mitigation to date have been through NGOs, CSOs and the multilateral organisations. These activities are also ad hoc and uncoordinated. CSO activities tend to focus on community preparedness, rather than mitigation. There are a number of strong CSO partners working on community preparedness and mitigation in Indonesia, most of which AIFDR currently works with. The Red Cross, and the faith-based Nadhlatul Ulama (NU) and Muhammadiyah are key players with national coverage. Some national organisations, such as Bina Swadaya, Satu Nama, and the Institute for Sustainable Agriculture and Rural Livelihoods (ELSPAT), have experience in disaster management. AIFDR has funded a number of international non-government organisations (INGOs) to play a role in building the institutional and technical capacity of CSOs in DRM. The new program will seek to work with these strong CSO partners to build community preparedness and mitigation.

Despite this activity, there are limited national networks that bring actors together into a coherent group. The Indonesian Society for Disaster Management (MPBI) has weakened due to a lack of funding, declining influence and reduction in membership. The National DRR Platform (PLANAS) was established through the Disaster Management Law and represents government, non-government, community and the private sector. PLANAS is currently developing a work-plan that will need support from BNPB and other partners. AIFDR is providing limited support to PLANAS through an administrative assistant. AIFDR's partners' work has been facilitating the formation of local DRR forums, and programs like Disaster Preparedness European Commission Humanitarian Office's (DIPECHO) Partners for Resilience are supporting networks of local NGOs and CSOs in DRM and climate change adaptation. The new program will seek to strengthen these networks in order to support CSOs in building community capacity and to effectively advocate together for good DRM policy and practice.

Even with this strong commitment to community-based DRM, the GoI acknowledges that it does not have the reach or capacity to facilitate local level community-based activities on a wide scale without the engagement of and **partnerships with CSOs. With effective, sustainable networks, and a long-term funding base** for these organisations to support DRM activities, CSOs and government would be more able to work together to achieve effective, coordinated, long-term resilience that will have sufficient coverage to reduce the impact of disasters on communities.

d) Investments in Government of Indonesia Preparedness to Respond

Saving lives in the event of a tsunami or earthquake cannot be achieved through community self-reliance alone. Government preparedness is needed to ensure life-saving services are delivered immediately after a disaster. These services need to be effective and coordinated, to ensure the right services are provided in a timely way to those most in need.

³¹ See an example from the Philippines in: Satterthwaite, D. (October 2011) Why is community action needed for disaster risk reduction and climate change adaptation? *Environment and Urbanisation*, Vol 23, No 2, p340; UNISDR (2010) *Local Governments and Disaster Risk Reduction: Good Practices and Lessons Learned*. United Nations: Geneva; see also Bangladesh Cyclone Preparedness Program at <http://www.cpp.gov.bd/index.php> and the Government of Vietnam and the Vietnam Red Cross' Vietnam Mangrove Reforestation Program.

³² UNISDR (2011) *Global Assessment Report on Disaster Risk Reduction 2011*, p145
<http://www.preventionweb.net/english/hyogo/gar/2011/en/home/index.html>

As discussed earlier, there are around 30 agencies that have a role to play in disaster management. The Disaster Management Law mandates the national level BNPB and local level BPBDs to coordinate DRM across these agencies, however this coordination requires strengthening. A case could be made to work across the entire DRM sector with engagement of a broad number of agencies; however this would require a significant investment. In addition, given that agencies that play a more critical role in disasters such as the Ministry of Health and Ministry of Social Welfare are already delivering their individual services to a relatively satisfactory standard, providing separate support to these agencies is not a priority for investment at this stage. A much higher priority is to improve coordination across these government agencies, to ensure that services are delivered in a timely manner and reach those most in need. This **systems approach to preparedness helps avoid overlaps and gaps in service delivery across the participating agencies**.³³ Consequently, the new program will support BNPB and their local counterparts, because there are more gains to be achieved by supporting these agencies to establish themselves as credible agencies that add value to the coordination and management of disasters.

Evaluations³⁴ of a number of AusAID sub-national programs in Indonesia show that improved service delivery at the district level requires **engagement at all levels of government**. It is necessary to engage with district governments, as the level primarily responsible for service delivery. Engagement at the national level is important, because most funds that support local service delivery come from the national level and are tied to national policies and priorities.³⁵ Even in a decentralised setting, national agencies play the important role of facilitating replication of effective policy options on a wider scale. Provinces can also play a role in coordination, budget allocation, supervision of districts and policy-setting. The ANTARA Independent Completion Report found that improving service delivery at the district level requires engaging at the district level (through planning, budget allocation and management) and at national and provincial levels (through supervision, budget allocation and policy dialogue).³⁶

It is also important to consider to what extent organisational performance is affected simply by a lack of **technical skills, or broader organisational capacity** (also referred to as systems strengthening). International literature relating to organisational performance asserts that a broad approach is required, and that focussing on technical skills development will be insufficient for sustained, effective organisational performance.³⁷ The AIFDR Independent Progress Report reinforced this finding that more focus on organisational capacity was required. This finding was reiterated in the AusAID LOGICA 2 Independent Progress Report, which found that improvements in local government capacity through technical programs was unlikely to be sustainable because the program did not address institutional performance issues such as better planning and budgeting and resource allocation by local parliament.³⁸ Consequently, the new program will focus on building both technical and organisational performance of government agencies in key areas.

Another important dimension is the extent to which programs invest in broader systems strengthening versus service delivery performance outcomes that directly benefit the target

³³ O'Donnell, I. (2010) Addressing the Grand Challenges of Disaster Risk: A Systems Approach to Disaster Risk Management. *Global Assessment Report on Disaster Risk Reduction 2011* pp10-11

³⁴ AusAID (July 2010) *Australian Nusa Tenggara Assistance for Regional Autonomy (ANTARA): Independent Completion Report*, AusAID: Jakarta

AusAID (February 2012) *The Local Government Innovations for Communities in Aceh, Phase II (LOGICA 2) – Independent Progress Report*, Jakarta; AusAID (December 2010) *Independent Progress Review (Mid-Term Review) of the Australia Indonesia Partnership for Maternal and Neonatal Health (AIPMNH)*. AusAID: Jakarta

³⁵ ANTARA Independent Completion Report, pp10,23

³⁶ ANTARA Independent Completion Report, p10

³⁷ See for example: Lusthause C., et.al. (2003) *Organisational Assessment: A Framework for Improving Performance*. Ottawa: IDRC.

³⁸ LOGICA 2 Independent Progress Report, pp16-17, 29

population. The ANTARA Independent Completion Report showed it is not sufficient to only focus on organisational performance issues (or systems strengthening), it is important to **use implementation cases to show how organisational performance issues impact on service delivery in practice**.³⁹ The latter highlights the utility of using case study locations to evaluate the service delivery implications of broader systems strengthening activities. The new program will do this by conducting trials of DRM approaches in selected provinces and districts and addressing organisational performance issues as required to effectively implement these trials.

Service Delivery Performance

Key service delivery performance outcomes required for preparedness to respond to disasters rely on national BNPB and the local-level BPBDs' ability to: facilitate response planning and simulations; establish and manage Emergency Operation Centres; use accurate hazard maps to inform response planning; and test and operate early warning systems. Given the early stage in the development of the institutional framework for DRM in Indonesia, and given the history, relationships, knowledge generated, momentum achieved through a broad base of engagement of the AIFDR on these service delivery components all aspects are considered important for continued investments.

Response Planning and Simulations: In order to prepare for a disaster, government needs to strengthen coordination through developing a plan. This plan can be broad enough to cover any type of disaster (called a 'response plan') or a more specific plan to respond to a particular disaster (called a 'contingency plan'). These plans should clearly articulate roles and responsibilities, enhance horizontal and vertical coordination and be properly resourced. The needs of the community, including vulnerable groups, should be reflected in the plan. A wide range of government and non-government agencies and groups should be involved in the development of the plan, to ensure it is comprehensive and coordinated. Finally, the plan should be well-informed by hazards, risks, vulnerabilities and capacities, to ensure the plan is appropriate. Government should test and review the plan through simulations and update the plan accordingly.⁴⁰

Currently, provincial and district level BPBDs are not effectively performing these roles. Many BPBDs have not engaged in developing contingency plans and when planning has occurred it is often not based on accurate hazard mapping. Likewise, simulations based on the contingency plans often do not adequately involve communities. AIFDR has been working with a wide range of program partners on contingency planning (International Organisation for Migration (IOM), *Arbeiter Samariter Bund* (ASB), Oxfam, the Australian and Indonesian Red Cross) and the Japan International Cooperation Agency (JICA) has funded a \$5m Disaster Management Program. All these activities are focused on BPBDs in a range of different locations across the country.

While exercising these contingency plans through simulations is nascent, **contingency planning and simulations** must be supported to build BPBDs' confidence and commitment to developing effective preparedness.

Emergency Operation Centres (EOCs): EOCs act as the hub before and during a disaster for multi-agency command and coordination, decision-making and information management. EOCs can play a particularly important role in coordinating actors that provide rapid life-saving services immediately after a disaster, particularly Search and Rescue teams, specialised medical services and air support. Integrated information technology enables quick reporting of disaster situations and links to the central government. An EOC should provide 24 hour monitoring of hazards, an effective information management system, multiple communications systems, and be designed to enable coordination and information sharing among the wide range of DRM actors.⁴¹ Because of their role as a coordination and communication hub, EOCs may also monitor and implement early warning

³⁹ ANTARA Independent Completion Report, p23

⁴⁰ Twigg, J. (March 2004) pp289 - 291

⁴¹ Hyogo Framework for Action, pp32 - 33

systems. A priority of BNPB is establishing and strengthening EOCs in all provinces of Indonesia. The aim is to link these EOCs across the country to achieve a national disaster management information system.

Since 2004, EOCs have been established in Jakarta, Aceh, West Sumatra, Jambi, Bali and Yogyakarta, with support from the French Government and the French Red Cross. AIFDR has also recently commenced support to establish EOCs in NTT and South Sulawesi, as well as accommodate an EOC in the Padang Disaster Management Centre, and has also engaged an Information and Communications Technology (ICT) specialist to support BNPB's Data and Information Centre to develop ICT systems that can support all future EOCs.

In provinces with existing EOCs, further capacity is required and standard operating procedures should be exercised. EOCs built by the French have the required building and infrastructure, but further work is needed to improve **capacity to operate the EOCs and improve operating systems**. Ongoing support is also required for **local data collection** to enable EOCs to lead on scenario and risk mapping. In those provinces where no EOC currently exists, **infrastructure** support is needed.

Hazard Mapping can improve the effectiveness of government preparedness through informing response planning, simulations, early warning systems and evacuation routes.⁴² Effective hazard mapping provides information about where, how big and how often natural hazards will occur. A hazard map may show the intensity of ground shaking from an earthquake, or the depth and speed of water from a tsunami or flood. Hazard mapping can be used to produce scenarios, which are used as the basis for contingency planning and simulations. Hazard maps are also useful for prioritising where to work and longer-term structural mitigation activities, such as building codes.

BNPB has a strong interest in supporting BPBDs to conduct contingency planning and simulations based on realistic scenarios produced through accurate hazard information. There are a number of national science agencies in Indonesia that are responsible for supporting BNPB in the preparation of contingency plans that require technical support.⁴³ In particular, the Meteorological, Climatology and Geophysical Agency (BMKG), Geological Agency (Badan Geologi) and Geospatial Information Agency (BIG) are responsible for tsunami hazard mapping.

Despite the threat posed by tsunami, to date there has been no systematic, national program that aims to model where people should evacuate to in the event of a tsunami. This lack of information severely limits district level response planning and associated exercises. The most important factors impeding such a program are the limited budget within mandated agencies to purchase the required elevation data, and availability of technically proficient staff.

There are three other donors supporting hazard mapping in Indonesia. The World Bank's Global Facility for Disaster Recovery and Reduction (GFDRR) Phase II (\$15 million) has been supporting hazard mapping (not for tsunami or earthquakes), through the provision of technical inputs rather than building GoI capacity. JICA's new Disaster Management Program (\$5 million) is supporting hazard mapping in North Sulawesi. The German PROTECTS program is undertaking a small amount of tsunami hazard mapping for northern Bali and Lombok and the south coast of East Java, again using German technical expertise rather than building GoI capacity.

Further investment is required in **hazard mapping and scenarios**, in order to inform local BPBD contingency planning and placement of tsunami evacuation routes and shelters. A small investment is required to enable Badan Geologi to **systematically produce earthquake scenarios** which would build on earlier AIFDR work. A larger investment is required to build the capacity of **science agencies to produce tsunami hazard maps and scenarios**.

⁴² United Nations (2005) *Hyogo Framework for Action*; AusAID (10 September 2011) *Australia Indonesia Facility for Disaster Reduction – Independent Progress Review*, p8

⁴³ Government of Indonesia, *National Disaster Management Plan 2010-2014*, L22-L73

Early Warning Systems can save lives by giving people time to escape from a disaster. It also gives people time to protect their property, and the government the chance to mobilise a response.⁴⁴ An effective early warning system requires understanding disaster risk; monitoring and forecasting hazards through science and technology; generating accurate and timely warnings; timely dissemination of warnings to communities at risk in a way that is easily understood; and ensuring governments and communities are prepared and ready to react appropriately to both natural and government issued warnings.⁴⁵

The GoI has made substantial investments in early warning systems for nearly all main hazards including flood, tsunami and volcanic eruption. The tsunami early warning system, InaTEWS, was established in 2005. After the Aceh and Padang scare in April 2012 it was demonstrated that tsunami warnings were not being disseminated to the community in a timely manner. This is due to a range of issues, including lack of clarity on roles and responsibilities, issues with standard operating procedures and lines of communication, as well as infrastructure failures (e.g. electricity outages).⁴⁶ In response, the President recently tasked BNPB to develop a *Master Plan for Reducing Tsunami Risk* in Indonesia. This includes strengthening the early warning chain, building vertical evacuation shelters, strengthening preparedness and mitigation more broadly, and building capacity to manage effective earthquake and tsunami monitoring systems.

Most donor assistance in early warning systems, particularly from Germany, has focused on science and technology. Following the 2004 tsunami the German funded German-Indonesian Tsunami Early Warning System project invested approximately EURO 55 million in building Indonesia's tsunami early warning system. The JICA- Joint Science and Technology partnership has seen tsunami experts from Japan provide advice to the Government of Indonesia as well as undertaking specific research with Indonesian researchers. There is also an established history of Indonesian students studying tsunami science in Japan.

Key areas in which GoI's tsunami early warning system needs to be strengthened are in **clarity of roles and responsibilities, communication lines, and standard operating procedures**. Other investments discussed above under response planning and simulations, functioning Emergency Operating Centres and hazard mapping reinforce work in this area.

Broader Organisational Performance

As discussed earlier, organisational performance requires more than investing in technical skills development. It requires consideration of the **enabling environment** which includes the policy and legal framework; the social, cultural, economic and political environment within which the organisation operates; and the political economy within the organisation. Building **organisational capacity** requires attention to more than skills training and needs to address significant issues with strategic leadership; organisational structure; human resources; financial management; infrastructure; systems and processes; and inter-organisational linkages. Finally, **organisational motivation**, a major factor in performance, requires consideration of the general organisational culture and the role of incentives and reward systems.

Based on initial analyses, the key organisational performance factors which affect GoI's ability to build community self-reliance and GoI preparedness to respond are:

⁴⁴ Rogers, D. and Tsirkunov, V. (2010) *Costs and Benefits of Early Warning Systems*. UNISDR and World Bank, pp3-4

⁴⁵ UNISDR: *International Strategy for Disaster Reduction – Platform for the Promotion of Early Warning*, www.unisdr.org/2006/ppew/whats-ew/basics-ew.htm ; Twigg, J. (March 2004) pp299-300

⁴⁶ Tim Kaji Cepat (2012) *Evaluasi Sistem Peringatan Dini Tsunami Pada Kejadian Gempabumi & Tsunami Aceh 11 April 2012*, BMKG Pusat, PUSDATIN Nasional (BNPB), Media Nasional, PUSDALOPS daerah & Respons Masyarakat (Provinsi Aceh, Kota Banda Aceh, Provinsi Sumatera Barat & Kota Padang): Jakarta.

- **DRM Policy framework:** This is still new in Indonesia, particularly in relation to the community-based DRM. Gol requires policy assistance to strengthen both the policy process and content of DRM policy decision-making.
- **Human resources:** BPBDs cannot coordinate preparedness efforts nor build community self-reliance until they have sufficient human resources and skills to fulfil these functions. BNPB is mandated to build the technical capacity of BPBDs and are currently developing a National Roadmap for training BPBDs. AIFDR has been supporting this Roadmap through assisting BNPB to develop training modules and a pool of master trainers and facilitators. However, BNPB requires skills and expertise to implement this training system. Examples under AIFDR also show that CSOs can play a role in building BPBD capacity or may become facilitators that deliver BNPB training to BPBDs.
- **Budget:** BPBDs cannot fulfil their core functions until they have sufficient budgets to operate and implement activities. Attracting budget allocations for BPBDs will require engagement at the national level (Ministry of Home Affairs for operational costs and BNPB for activity costs) and with local government leaders and parliamentarians.
- **Reputation:** BPBDs' reputation determines its ability to attract sufficient human resources and budget and coordinate other government agencies in preparedness efforts. BPBDs need to enhance their reputation across government and particularly amongst the agencies that they are required to coordinate by actively demonstrating effectiveness.
- **Roles and responsibilities:** Gol cannot effectively prepare an effective response, if there is a lack of role clarity across different levels of government, as well as between agencies. At a local level, these roles can be clarified through effective response planning.

This is a new area of focus for Australia DRM programming. An organisational assessment of BNPB and BPBDs, a Public Financial Management assessment of funding and flows, and a political economy analysis are being commissioned to inform the design and provide more detailed information on investments that represent the best value for money.

e) Investments in Australian Response and Recovery

A key priority of the Australian aid program is ensuring that Australia provides fast and effective response to large disasters in the Asia-Pacific region.⁴⁷ One of the strategic goals of the Australian aid program is enhancing disaster preparedness and delivering faster and more effective responses to humanitarian crises. Australia's Comprehensive Aid Policy Framework also has two headline indicators related to disaster response: 30 million vulnerable people will be provided with life-saving assistance in conflict and crisis situations; and AusAID disaster response will be launched within 48 hours of a request for assistance in anticipated humanitarian crises. In addition, AusAID's Humanitarian Action Policy outlines an ambitious agenda for improving Australia's humanitarian action and influencing international humanitarian action practices. The Australian community wants to help when disasters strike the region and expects effective and visible responses to be implemented by the Australian Government.⁴⁸

Although Australia places great importance on providing disaster assistance, Indonesia's ability to self-manage disasters is improving. Indonesian ambitions to be a regional leader in disaster response are also increasing, and as such, it is important to be able to implement disaster response without continued reliance on international help. However, Indonesia does accept assistance from Australia in certain circumstances as Australia is prepared with in-country assistance which is available at all times.⁴⁹

⁴⁷ Dialogue with Alan March (AusAID Humanitarian and Emergencies Section), 23 March 2012

⁴⁸ AusAID (2011) *Humanitarian Action Policy*. Canberra: Commonwealth of Australia

⁴⁹ This was demonstrated during the recent Mt Merapi eruptions.

AusAID Jakarta's Disaster Response Unit (DRU) ensures Australia is ready to rapidly respond by maintaining a disaster response plan, an emergency response team, and a range of equipment and quick release response mechanisms. This includes pre-positioned funds with the International Federation of the Red Cross (IFRC) which can be rapidly released to the Indonesian Red Cross (PMI) for disaster response. The DRU also maintains relationships with key stakeholders and facilitates links between other Australian Government agencies and their Indonesian counterparts.

To date, the DRU has taken a risk-based approach to disaster response. This risk-based approach means that AusAID maintains the personnel and systems needed to quickly respond. Evaluations of DRU show that activities have been ad hoc, and there are inefficient management systems such as multiple FMA9/10s and Aidworks initiatives, and insufficient monitoring and evaluation (M&E).⁵⁰ The risk based approach does not taken into account disaster recovery programs, meaning AusAID has no recovery plans/mechanisms in place and recovery programs are often put together in very short time-frames.⁵¹

In order to fulfil Australia's priorities in humanitarian action and ensure Australia is a key partner for disaster response in Indonesia, a programmatic approach to disaster response and recovery is needed. This approach requires articulating key outcomes for this work and developing activities which contribute to these outcomes, linking into the broader DRM program, forward planning and consolidation of FMA9/10s and financial management, and implementing an overarching M&E system to ensure disaster response and recovery is subject to the oversight and continuous learning.

f) Investing in the Region

DRM is a significant entry point for intergovernmental engagement. As a soft security issue, DRM provides unique opportunities for governments and militaries to meet and work together. As the former Australian Prime Minister announced in 2008, the mandate of AIFDR was to improve disaster risk reduction in Indonesia and *the region*. AIFDR's contribution to this regional mandate was a \$1.3 million cooperation arrangement with ASEAN. The AIFDR initiative was part of the then Prime minister's broader Asia Pacific Community agenda. Since then, Australia's foreign policy on disaster management in various regional fora, including Indian Ocean Rim Association for Regional Cooperation, Pacific Island Forum and especially the East Asia Summit (EAS), has increased significantly.

The Australian Government has continued interest in engaging in regional DRM issues, through regional fora such as the EAS, ASEAN and APEC. DRM is one of the five key sectors within the EAS. A key priority for the Department of Foreign Affairs and Trade (DFAT) and AusAID in 2012 is implementing the Australian and Indonesian EAS paper for enhancing disaster coordination, which was adopted by EAS leaders in late 2011.

Responsibility within AusAID for regional engagement lies with the Asia Strategies and Partnerships Branch in Canberra, as well as the Asia Regional Section in Jakarta. The Asia Strategies and Partnership Branch is currently developing a regional strategy and work will be undertaken as part of this to define the policy objectives sought from regional engagement on DRM issues and how this will be linked to this new program. Whatever decision is made here, a broader DRM program could support effective regional engagement, by strengthening relationships with Indonesian agencies, and providing access to knowledge and networks in the DRM sector in Indonesia.

⁵⁰ Broughton and Miller (March 2006) *An evaluation of AusAID's Emergency Assistance to Indonesia over the period 2006-2007 and of current emergency response plans and procedures*, 2008; *Indian Ocean Tsunami: Evaluation of AusAID Response*. Jakarta. Unpublished Report.

⁵¹ AusAID (June 2011) *Independent Completion Report: Schools Reconstruction Program in West Java and West Sumatra*, AusAID: Jakarta

3. Work by other donors

This section provides a summary of the work of other donors in the DRM sector in Indonesia. Section 2 above also refers to the work of different donors, as one of the criteria for deciding where to invest in the sector is where other players are working effectively.

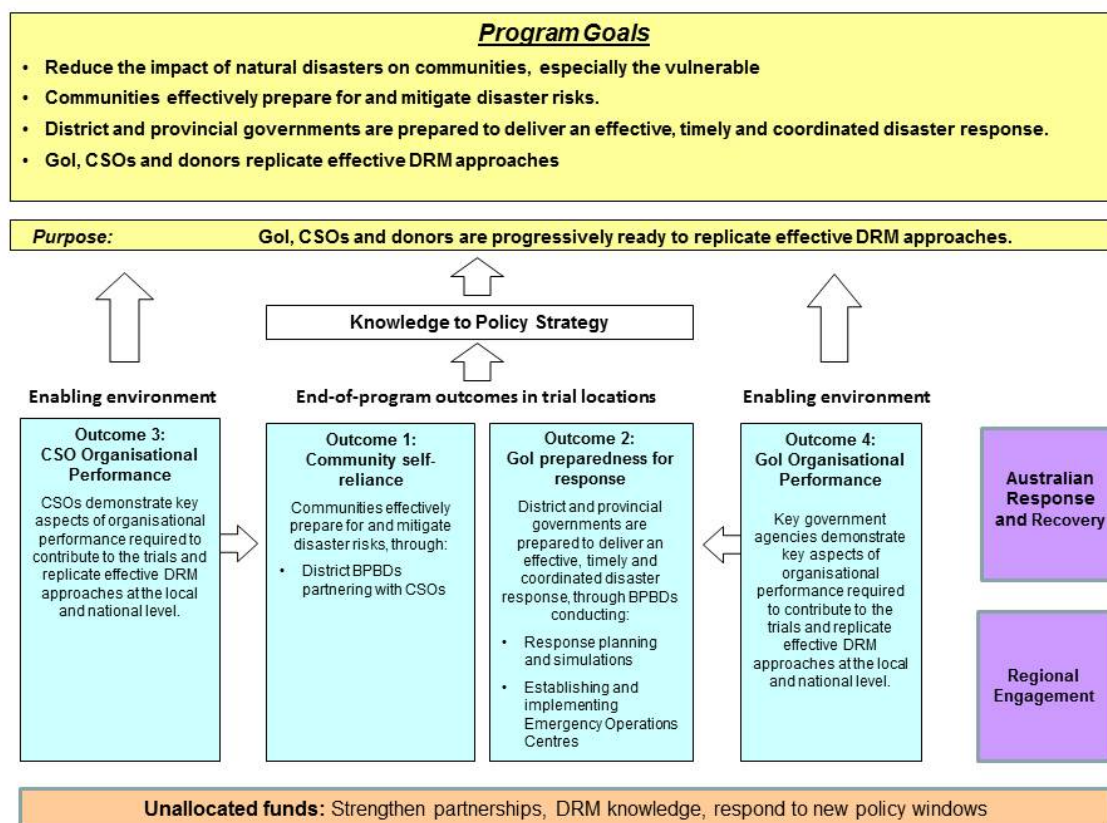
Australia is currently the largest bilateral grant donor in the DRM sector in Indonesia, with its investment of \$67 million through AIFDR. JICA's investment in flood mitigation is also said to be major, but most of this investment is through loans programs for infrastructure (typically regarded as part of the infrastructure sector, not the DRM sector). There is a comparative lack of investment in Indonesia's DRM sector by other donors – USAID with approximately USD 9.91 million being the second largest DRM donor in Indonesia. **Annex 2** provides a summary of the work of other donors.

USAID, JICA, European Union and UNDP (funded by AusAID) have small investments in CBDRM programs through NGOs. JICA has a program on hazard mapping, contingency planning and simulations, while the World Bank managed Global Facility for Disaster Reduction and Recovery (GFDRR) has a broad program that includes some hazard mapping for specific pilot areas. The GFDRR's programs heavily leverage other World Bank programs in Indonesia as well as supporting a range of capacity building and risk financing initiatives. The GFDRR have also partnered with AIFDR to jointly implement programs around new technologies for developing scenarios for contingency planning. In the past, GIZ has provided a lot of support for the technical aspects of tsunami early warning systems as well as a smaller investment in building the capacity of communities and local governments to effectively plan for tsunami evacuation. GIZ is now supporting work with the Ministry of Home Affairs to strengthen the legal framework for decentralisation of DRM. UNDP (funded by AusAID) has supported institutional strengthening of BNPB.

The new program will seek to use AusAID's position as lead donor in the DRM sector as leverage for working more closely with other donors, with the aim of these donors adopting and replicating effective DRM approaches in their programming, providing further funding for these approaches and advocating to Gol to adopt and replicate these approaches during the policy process.

4. Program Description

The Disaster Risk Management Program will include three key components: i) a core program focused on community self-reliance and Gol preparedness for response (see section 4.1); ii) Australian response and recovery (see section 4.2); and iii) regional engagement (see section 4.3). The diagram below provides a summary of the Disaster Risk Management Program, incorporating all three components. The sections below will refer back to this diagram.



4.1 Core Program

a) Overview

The central focus of the program is on **taking action before a disaster, in order to save lives and prevent injury in the event of a tsunami or earthquake**. The program will be delivered by trialling effective approaches to government and community preparedness to respond to a disaster, with the ultimate aim of GoI, CSOs and the donor community adopting and replicating these approaches beyond the life of the program.

Program success will be determined by progressive readiness to replicate any effective approaches identified, or possibly early replication of effective approaches into new locations. It is expected that there will be tangible benefits to communities in trial locations within the life of the program.

The approaches to be trialled will focus on the following outcomes:

- **Local government preparedness to respond** to disasters. More specifically, BPBDs will conduct effective response planning and simulations informed by accurate hazard information. Local government preparedness will include the establishment and effective operation of EOCs.
- **Community preparedness to respond** to disasters. More specifically, district BPBDs and CSO will effectively partner to facilitate community preparedness to respond to disasters and mitigate disaster risk.

These approaches will be trialled in 25 districts across four provinces. The final selection of these provinces will be decided through dialogue between AusAID, BNPB and relevant BPBDs. However, preliminary analysis has highlighted West Sumatra, East Java, East Nusa Tenggara and West Papua as

potential trial provinces. The selection criteria that will be used to choose the provinces and districts for the trials are at **Annex 3**, as is the rationale for the proposed provinces above.

To enable progressively wider replication, a Knowledge to Policy Strategy will be implemented to ensure evidence from the trials informs GoI DRM policy, as well as inform approaches to disaster management programming and policy advocacy work adopted by civil society and donors.

Building on lessons for sustainable and effective local service delivery outcomes, the program will work at the national, provincial and district government levels and address organisational performance issues as well as the technical aspects of DRM.

To address the challenge of more effective and sustainable community-based approaches, the program will invest in the development of a more robust network of civil society organisations to deliver DRM services and advocate for effective, equitable DRM policy.

b) Program Goal

The overarching goal of the program is to reduce the impact of natural disasters on communities, especially the vulnerable.

To achieve the overarching goal, there will need to be the following intermediate goals:

1. Communities effectively prepare for and mitigate disaster risks.
2. District and provincial governments are prepared to deliver an effective, timely and coordinated disaster response.
3. GoI, CSOs and donors replicate effective DRM approaches.

The point here is that the three key stakeholders in the DRM sector in Indonesia (GoI, CSOs and donors) adopt policies and approaches that are shown to be effective, and progressively increase national coverage of at-risk populations.

In terms of reducing the “impacts” of disasters, the program will initially focus on loss of life and injury. The program will therefore focus particularly on “natural disasters” which cause the highest number of deaths and injury – that is, tsunamis and earthquakes. However, support at the community level may also work on other disasters and impacts as relevant to the needs of the community.

Over time, the program will look for opportunities to broaden the types of impacts and disasters it focuses on, including through work on more complex mitigation actions. These opportunities will be sought by commissioning analysis and potentially conducting trials to learn more about other impacts, disasters and complex mitigation actions. This information will then be used as the basis for policy dialogue with GoI, which may open up new areas for the program to support.

The program will emphasise saving the lives of *vulnerable* groups, by integrating social inclusion across the program (see Section 5.3 on social inclusion).

The program will work through the national BNPB as the entry point for building local BPBD capacity, although initially the program may need to work directly with BPBDs while BNPB’s capacity to support BPBDs is being strengthened. The program will also work directly with national science agencies. In order to build community capacity, the program will work directly with CSOs, district BPBDs and BNPB.

c) Program Purpose

The purpose is the overarching change that will be seen by the end of the program.

The purpose is GoI, CSOs and donors are progressively ready to replicate effective DRM approaches.

Replication by GoI refers to adopting and institutionalising new policies based on effective DRM approaches, whereas with CSOs and donors it means providing funding for and integrating these approaches into their programming, as well as advocating for GoI to adopt these approaches during the policy process.

It is not realistic to expect that national and local government, CSOs and the donor community will move through the entire policy cycle and begin replicating effective DRM approaches on a national scale within the eight year time frame of the program.

Within the program time frame, however, there should be positive signs that these actors are getting ready to replicate effective DRM approaches. This is expected to involve national and local government, CSOs and the donor community participating or engaging in the trials, processing any evidence of effective approaches, and beginning to embark upon the policy development process and align the institutional framework for implementation, including attracting sufficient resources. For example, USAID is currently negotiating with IOM on the possibility of IOM replicating AIFDR's pilot program 'Advocacy for Disaster Management in West Java' in eight districts in the province of Aceh.

This concept is based on the recognition that policy development or reform does not occur in a predictable or linear fashion, and decisions are informed by more than evidence. This is why the program purpose focuses more on the progressive engagement of stakeholders in the program and the progressive readiness of stakeholders to adopt effective new ways of working, or rejecting approaches that have been shown to be less effective. As the design progresses, this "readiness" will be defined in more detail, and the specific strategies to bring this about will be more clearly articulated under a *Knowledge to Policy Strategy* (see Section 4.1(f) for more information).

d) End-of-Program Outcomes for trial locations

There are two key outcomes that will be achieved by the end of the program within the provinces and districts where the DRM approaches will be trialed, in addition to changes required at the national level to support implementation in trial locations:

Community Self-Reliance

Outcome 1: Communities effectively prepare for and mitigate disaster risks

Community preparedness and mitigation involves communities understanding disaster risks; assessing their disaster risks and vulnerabilities; preparing a disaster risk management plan; establishing and strengthening community disaster risk management organisations that can lead the implementation of the plan; and testing and monitoring implementation of the plan through simulations. These behaviours are commonly built through a process of **Community-Based Disaster Risk Management (CBDRM)**. The Program will maintain a focus on the needs vulnerable groups (see section 5.3 on social inclusion)

The focus will particularly be on building community preparedness and mitigation for tsunamis and earthquakes. This involves communities having the knowledge, understanding, motivation and action to respond to natural and government-issued warnings and follow agreed evacuation procedures in a timely manner.

For both tsunamis and earthquakes, community preparedness and mitigation can also involve securing heavy and dangerous items in buildings to avoid injury and fire, understanding basic first aid to assist injured residents following a heavy earthquake, ensuring supply of basic provisions at evacuation points, establishing local warning systems and being able to assess local impacts and report to the district government so that response services are provided as fast and as effectively as possible.

Where community-level disaster management planning identifies preparedness or mitigation actions that require government funding or support, CSOs will facilitate communities and government to include these activities in local government planning processes. The program will seek to mobilise GoI resources to fund these activities.

Beyond tsunami and earthquake preparedness, community-level disaster risk assessments and DRM plans may also identify risks from other hazards and community preparedness and mitigation actions to address these.

To achieve this outcome, district BPBDs will partner with CSOs to facilitate community preparedness and mitigation. The international experience to date suggests that government-CSO partnerships may play a critical role in community resilience, but is considered a challenging area of work. Internationally, there has been little research in DRM on what approaches to scaling up community preparedness and mitigation works best and under what conditions.⁵² This program presents a unique opportunity to explore with robust evidence whether or not the calls for partnerships for community-based disaster management are indeed viable policy options for governments.

Addressing the sustainability of government-CSO partnerships and the development of a sustainable institutional framework for DRM CSO networks will require significant commitment from partners, and will be based on evidence of sustainable approaches to government-CSO partnerships across a range of sectors.

GoI preparedness for response

Outcome 2: District and provincial governments are prepared to deliver an effective, timely and coordinated disaster response.

Government preparedness involves:

- Provincial and district BPBDs coordinating local government agencies before a disaster, by effectively conducting response planning and simulations which are based on accurate hazard maps and scenarios and involve communities. The needs of vulnerable groups will be highlighted throughout preparedness and response activities.
- National science agencies delivering accurate tsunami and earthquake hazard maps and scenarios for trial locations to provincial and district BPBDs.
- Provincial BPBDs establishing and operating Emergency Operations Centres before and during a disaster.
- Clarifying roles and responsibilities and lines of communication in relation to tsunami early warning systems, through response planning, simulations, EOCs and hazard mapping. Exactly which roles and responsibilities and lines of communication will be further explored during the design phase.

The focus for this government preparedness work will be on tsunamis and earthquakes.

e) End-of-Program Outcomes for the enabling environment

In addition to the end-of-program outcomes in trial locations, by the end of the program the following outcomes will be achieved to support the enabling environment required to trial and replicate effective DRM approaches:

⁵² Twigg, J. (March 2004) p105; Twigg, J. (personal communication), 9 July 2012

CSO Organisational Performance

Outcome 3: CSOs demonstrate key aspects of organisational performance required to contribute to the trials and replicate effective DRM approaches at the local and national level.

For CSOs to play a long-term role in government-community partnerships for community resilience, they need to have the organisational framework to support them, and capacity to perform their role effectively. A stronger **Disaster Management Network of CSOs** (including international and local organisations) is needed to support CSOs into the future. This network can reinforce messages of effective practice, provide growth and learning opportunities, help CSOs attract long-term sources of funding, and provide a coalition of organisations that can, together, more effectively advocate for good national DRM policy and practice that meets the needs of the population, especially the most vulnerable groups.

For CSOs participating in the trial locations, the program will **identify and address broader organisational barriers** to effective performance to ensure that the approaches on trial can be delivered effectively. An important aspect of the trial is the assessment of the viability of sustained government-CSO partnerships. This is achieved, in part, by identifying barriers that may be unlikely to be addressed on a larger scale through other sources of support.

GoI Organisational Performance

Outcome 4: Key government agencies demonstrate key aspects of organisational performance required to contribute to the trials and replicate effective DRM approaches at the local and national level.

The program will strengthen key aspects of organisational performance of BNPB, provincial and district BPBDs, and national science agencies, as required to enable the trials to work and be replicated. This also reflects the importance of working across multiple levels of government. These organisations are in their early stages of development, so strengthening institutional performance will be incremental and mindful of their absorptive capacity.

Priority areas for investment in organisational performance include the following:

BNPB:

- Demonstrate technical expertise in DRM.
- Perform general managerial tasks effectively relating to leadership, financial management and supervision.
- Develop and resource a policy framework for district BPBDs to partner with CSOs, and reflect a focus on the needs of vulnerable groups.
- Develop and resource a policy framework for provincial and district response planning, simulations and EOCs, and reflect a focus on the needs of vulnerable groups.
- Establish, resource and operate an effective training system to build provincial and district BPBD capacity in DRM. The focus here will be on building BPBD capacity in basic DRM skills, contingency planning and simulations, EOCs and CBDRM/community resilience. As much as possible, the aim will be for BNPB to directly build the capacity of BPBDs. However, while BNPB is building its capacity to do this, the program may directly build BPBD capacity as a temporary measure.
- Actively demonstrate and communicate effective performance to build credibility in DRM.
- Allocate sufficient budget to BPBDs for key DRM activities.

National science agencies:

- Develop and disseminate hazard maps and scenarios for earthquake and tsunami.

Ministry of Home Affairs:

- Allocate sufficient budget to BPBDs for operational costs, particularly staffing and equipment.

Provincial BPBDs:

- Demonstrate technical expertise in DRM.
- Perform general managerial tasks effectively relating to leadership, financial management and supervision.
- Actively demonstrate and communicate effective performance to build credibility in DRM.

Provincial government and parliament:

- Allocate sufficient budget to BPBDs for key DRM activities.

District BPBDs:

- Demonstrate technical expertise in DRM.
- Perform general managerial tasks effectively relating to leadership, financial management and supervision.
- Actively demonstrate and communicate effective performance to build credibility in DRM.

District government and parliament:

- Increase budget allocations to BPBDs for key DRM activities.

f) Knowledge to Policy Strategy

As the focus of the program is on identifying effective approaches, for eventual adoption and replication by Gol, CSOs and donors, the trials will be carefully designed and resourced to ensure that robust evidence of successes or failures will be effectively processed, disseminated and used to inform these key target groups. There will be a significant investment in the design, monitoring and evaluation of the trials, to ensure that credible evidence will be generated.

A *Knowledge to Policy Strategy* will be developed, to provide guidance on how to involve stakeholders in identification of the policy questions and the design and conduct of the trials, how to deliver clear messages to each target group, communicate messages in suitable formats, develop suitable channels for communication, and support stakeholders to process information. The program design will be guided by effective approaches to policy transfer or diffusion of innovation both internationally and within Indonesia – particularly the AusAID Indonesia Country Program.

Broadly the outcomes of the Knowledge to Policy Strategy will be seen at the level of the purpose where stakeholders are readying themselves to replicate effective approaches, or to advocate for effective national DRM policy.

g) Flexible funds

Due to the new, dynamic, evolving nature of the context and the sector, the long-term nature of the investment, and the difficulties in accurately predicting intermediate outcomes in a knowledge to policy approach, the Program will require access to a pool of funds to support the overall outcomes of the Program in addition to the programmed work described above. This pool will also support the Australian Response and Recovery and Regional Engagement components described in sections 4.2 and 4.3 below. This pool will be guided by agreed criteria for allocation of resources, which will be developed during the design phase. The intent of the fund is to respond to opportunities that present themselves to:

- gain momentum and strengthen commitment from stakeholders;
- engage additional GoI partners (such as Line Ministries) to deepen relationships and coordination with BNPB and BPBDs;
- attract Australian WoG partners to deepen DRM sector partnerships for a more coordinated Australian response;
- respond to anticipated or unanticipated policy windows as they present themselves, such as BNPB interest to support more complex mitigation activities;
- conduct more in-depth analyses of the sector to inform on-going DRM programming decisions for the program and GoI more broadly. For example, the funds may be used to conduct research on more complex mitigation strategies, such as building safer houses, spatial planning and building codes; or deepening GoI's understanding of effective approaches in specific aspects of the models for community self-reliance under trial.

Funds allocated to the pool will be modest in the first year as the program identifies good investments that will progress the program toward its intended outcomes. As this knowledge develops, funds will be increased over successive years.

4.2 Australian Response and Recovery component

a) Overview

This component addresses Australia's response and recovery efforts in Indonesia, building on the existing work of AusAID Jakarta's Disaster Response Unit.

Other than continuing current levels of Australian performance in disaster response including maintaining a disaster response plan, an emergency response team, and a range of equipment and quick release response mechanisms key improvements will focus on:

- Developing recovery plans (including blue-print designs for recovery activities) in advance, rather than putting together recovery programs in very short timeframes.
- Strengthening relationships and achieving a more effective dialogue with GoI and GoA agencies, and UN, INGO and Indonesian Faith-Based Organisations.

A coordinated, program-based Australian response and recovery component should be part of a larger DRM program because:

- Effective Australian response depends on the Australian Government having strong relationships with GoI and the international community. Australia disaster response will benefit from the broad range of relationships which Australia builds through the larger DRM program.
- Learning from other parts of the DRM program can contribute to identifying areas where Australian response can focus or improve.
- Better internal AusAID coordination will be achieved by having one program. For example, management systems and quality processes (Quality at Implementation Reports and evaluations) can consider the entire sector and relationships with key partners in a coordinated, holistic manner Greater management efficiency (in terms of staff, number of initiatives, number of contractors etc) can be achieved by making Australian disaster response part of the larger DRM program.

b) Goal

The goal of this component is that GoI draws on Australian assistance in disasters that require external assistance.

Australian response and recovery efforts also contribute to the goal of the broader DRM program by reducing the impact of natural disasters on communities, especially the vulnerable.

c) Purposes

The purposes of this component are:

1. GoA and GoI demonstrate and commit to a strong and enduring partnership
2. Australian whole-of-government partners deliver an effective, well-coordinated disaster response and recovery program that meets the needs of affected populations (especially vulnerable groups) in Indonesia.
3. AusAID demonstrates donor leadership in the DRM sector in Indonesia.

d) End-of-Program Outcomes

To achieve this purpose, AusAID will need to achieve the following outcomes:

Outcome 1: AusAID and GoI partners demonstrate strong, high-level and operational relationships

This will require senior official partner dialogue in addition to operational level joint work programs delivered through the DRM program. This outcome will contribute to the ability of both countries to respond in partnership to disasters as they occur. For example, AusAID will facilitate practical joint work programs between Australian State Government agencies and their GoI counterparts (such as between Urban Search and Rescue and BASARNAS).

Outcome 2: AusAID demonstrates effective organisational performance in the planning, conduct, oversight and evaluation of emergency response and recovery programming

In addition to the maintenance of current effective processes and procedures, this will require a small investment in the development of new response processes and procedures such as disaster response planning, rapid mobilisation of suitable contracted individuals, or information management and evaluation of response performance. The major new investment here will be in the development of early recovery planning, including processes for more effective linking of relief, recovery and development (LRRD). This will include consideration of how the Australian Civilian Corps might be used for early recovery in Indonesia.

Outcome 3: AusAID will effectively facilitate a coherent whole-of-government Australian response with relevant GoA partners

Developing stronger relationships with whole-of-government partners may contribute to a more coherent response by identifying agreed roles and responsibilities ahead of a disaster, and developing a joint fully integrated response plan. This will require senior level dialogue in Jakarta and Canberra, as well as joint planning activities. AusAID can also add value by assisting whole-of-government partners such as urban search and rescue and the Australian Civilian Corps reflect core development principles in their response planning and delivery.

Outcome 4: Relevant and effective information sharing and delivery of Australian assistance through the UN, INGOs and Indonesian Faith-Based Organisations

AusAID is working toward improving the relevance and effectiveness of the allocation of Australian funding in response to a disaster. Investments in the performance of the UN system and International NGOs in DRM will improve the effectiveness of Australian investments over the long

term. Activities to support the Office for the Coordination of Humanitarian Affairs (OCHA) and the UN Cluster System in Indonesia will be a focus. For all major INGO and Faith-Based partners, AusAID will invest in improving their ability to deliver Australian aid. This could include, for example, assisting improvements in information sharing and/or pre-positioning funds to facilitate rapid response.

In addition to sharing information with our development partners to improve the way they deliver their DRM services, this outcome also involves sharing evidence of what works from our trials to our development partners so that they can advocate together to GoI to adopt effective DRM approaches from the trials.

Outcome 5: AusAID response and recovery programming is harmonised with other donors

For Indonesia to gain the best value for donor investments in DRM, and for donors to act in a coordinated manner it is important that AusAID actively contributes to harmonization of donor activities, and supports GoI's role in coordination. Through strengthening existing networks AusAID can ensure that development partner plans are shared, duplication is avoided and synergies exploited, and lessons learned across the sector are integrated into development partner plans and programs.

e) Linkages to the broader DRM Program

Although the Australian Response and Recovery component is a relatively small component of the Disaster Risk Management Program, and will retain independent governance arrangements, it is linked to the DRM Program in a number of very practical ways that will allow synergies to be capitalised on. Natural synergies will be realised in the following areas:

- The DRM Program will involve Australia and GoI working together to strengthen Indonesian performance in DRM more broadly (integrating where appropriate objectives of the Australian Humanitarian Action Policy reflecting international good practice in DRM);
- Working with UN, Indonesian civil society and other donors bringing knowledge from DRM trials to inform organisations advocacy and operational DRM efforts;
- Responding quickly to emerging opportunities to engage a wider GoA stakeholder engagement in the DRM sector.

4.3 Regional Engagement

It is important that any regional engagement on DRM issues by Australia is underpinned by strong knowledge of the DRM sector. For this reason, the program will include a component for regional engagement, rather than having a separate, stand-alone activity. This program will support the Australian Government's regional engagement on DRM issues, by funding an EL1 position based in the Asia Regional Section in Jakarta. A budget for regional activities will also be provided, which will be designed and managed by the EL1 position. The broader DRM program will provide this position with access to DRM knowledge and networks, to pursue regional policy objectives.

5. Principles for implementation

The implementation of the program will be guided by a number of principles. As the program will be implemented in a complex sector in a constantly evolving context, flexibility is needed to adapt to new challenges, opportunities and lessons. Consequently, the design will not attempt to specify every activity to be carried out over the life of the program, but will instead provide a framework for

making effective decisions that reflect the strategic intent of the program. Implementation will be guided by the principles below.

5.1 Sustainability

In order to achieve sustainable outcomes, program planning and implementation will be guided by a *Sustainability Strategy* which considers important areas such as how to achieve true ownership, ensure financial capacity to implement new approaches, broader organisational integration of approaches, and consider the absorptive capacity of personnel, groups and organisations. On-going program design will consider the time horizons of the program and how this will impact on both outcomes and implementation strategies, and will select appropriate technology for the context. As part of the analytical phase of the development of the concept, a paper was developed to outline the factors to be considered in the sustainability strategy.

5.2 Linking knowledge and practice to policy

As noted in section 6.6, a key feature of the program will be an explicit, resourced Knowledge to Policy Strategy, to ensure that evidence generated through the program translates into GoI policy. A separate paper is available on Knowledge to Policy, which shows how program planning will reflect: international good practice in policy reform; recent developments in AusAID relating to good practice policy dialogue; as well as responding to lessons generated from evidence of successful and less successful pilot programs in the development sector more broadly. This will be included in the final design.

5.3 Integrating social inclusion

The program goal is to reduce the impact of natural disasters on communities, especially the vulnerable, in line with GoA and GoI priorities. People may become vulnerable to disasters due to a range of factors, including gender, age, disability, remoteness, indigenous status and HIV status. These vulnerabilities develop when citizens are deprived of the resources (e.g. information, services, capacity building and social capital) necessary to participate in mainstream community activities for DRM. The program will integrate social inclusion as a principle, process and outcomes. **Annex 4** provides more detail on integration of social inclusion, which will be developed further from analytical work commissioned for the design phase.

5.4 Integrating climate change adaptation

Hydro-meteorological hazards, such as floods, droughts and tropical storms, are increasing due to climate change. The program will look for opportunities to integrate climate change adaptation, in line with Australian policy and priorities. This will be primarily through the work to build community preparedness and mitigation before a disaster, where communities may identify a range of disaster risks beyond tsunamis and earthquakes and associated activities to address these risks. **Annex 5** provides more detail on the potential for integrating climate change adaptation.

6. Linkages with other AusAID programs

A feasibility study was conducted to identify opportunities for integrating disaster risk reduction and climate change adaptation into AusAID's existing sector programs. The study found that many sectors are already doing work which could be considered disaster risk reduction, but also found that there are opportunities to integrate more disaster risk reduction into sectoral programs. The detailed findings of the feasibility study are at **Annex 6**. Based on these findings and further dialogue with AusAID programs, the most promising immediate opportunities for linkages are explained below. The feasibility of these linkages will be further explored during the design phase.

- Health REACH design: The design for this HIV program in Papua, implemented by the Clinton Foundation, includes plans to renovate 120 health facilities (*puskesmas*). Retrofitting of these *puskesmas* could be incorporated into the program, to increase their resilience to disasters. However, implementation of REACH has been delayed due to unrest in Papua.
- Social Protection/PNPM: There are clear links between social protection/PNPM and DRR which could be further explored. These include community/social mapping, building DRR into courses run for facilitators, extension officers and farmers, and increasing disaster resilience of PNPM infrastructure. It could also include ensuring the collection of data on the economic impacts of disasters and using this to advocate for increased DRR funding through national development and poverty reduction taskforces (eg TNP2K).
- AIPD: There may be opportunities to integrate DRM into training for village heads and to work with AIPD to improve planning and budgeting in relation to DRM and advocating to local government and parliament on increased allocations to BPBDs. There might also be opportunities to include DRR indicators in the combined results framework being developed for AIPD provinces.
- ACCESS and LOGICA: There are opportunities to learn from the approaches these programs have taken to building community capacity and facilitating linkages between communities, CSOs and local governments. Working in the locations of these programs may also provide an opportunity to capitalise on these linkages and to work with more engaged communities.
- Education: There may be opportunities for increasing DRR/disaster preparedness training in induction training for newly constructed schools.

The feasibility study also found that there are other sectors that are also vulnerable to natural disasters; however the opportunities for integrating disaster risk reduction are not as clear cut. These sectors in particular include:

- Infrastructure: There may be opportunities to increase disaster risk assessment as part of the roads programs, but this will depend on decisions made regarding the future of EINRIP.
- Water and Sanitation: Further work would be needed to determine if there are worthwhile opportunities in this program, for example analysis of future water availability in project locations and vulnerability to droughts or saline intrusion.
- Education: The option of retro-fitting schools through AusAID's education programs to make them more disaster resilient was not considered a possibility because GoI is not interested in retro-fitting schools because it believes this is expensive and large scale; and the AusAID Education Section has concerns about being able to ensure the quality of building construction because it does not involve constructing a new building.
- Rural development: Further targeted discussions would be needed, including with AIPD-Rural partners such as ACIAR, to determine specific details and feasibility of opportunities in this program.

Linkages with other AusAID programs will be further explored during the design phase. This will include consideration of the practical implications of designing and implementing program linkages and associated resourcing and coordination considerations.

7. Timeframe, program value and modalities

The **time-frame for the program is eight years**, broken into two four-year phases. This time-frame acknowledges the scope of the program, the complexity of the DRM sector and the fact that behaviour change is incremental and requires a long-term commitment from all stakeholders.

The **total program value is estimated to be \$263 million** over the eight year period, including the core program, Australian Response and Recovery and Regional Engagement components. The program value is based on the assumption of delivering the program in 500 villages across 25 districts in four provinces, as well as the current cost of relevant AIFDR activities. It does not include AusAID staffing costs.

The **governance arrangements** for the program will be developed during the design phase. These arrangements will ensure that AusAID and BNPB continue to have joint-decision making over programming decisions, as they currently do under AIFDR. AIFDR's current governance arrangements operate through twice-yearly steering committee meetings and an AusAID-BNPB co-directorship model focused on programming decisions.

Taking into account lessons learned from the AIFDR Independent Progress Report and a desire to achieve efficiencies, this program will be implemented through the following **modalities**:

- Disaster Risk Management Section in AusAID – in recognition of the importance of the bilateral relationship in this sector, this section will consist of one Counsellor (EL2) and six staff, plus five Disaster Response Unit staff. The section will be responsible for strategic decision-making, planning and programming with BNPB, and for engaging in policy dialogue and partnership-building with GoI and other key stakeholders. These AusAID staff will also oversee the managing contractor, whole-of-government deployees and will deliver the Australian Response and Recovery component.
- Whole-of-government deployees – officials from Australian Government agencies (for example, Geoscience Australia and State Governments' Urban Search and Rescue) may be deployed using the Deployment Support Services – Indonesia model. It is expected that three Geoscience Australia staff will be required to deliver the technical hazard and risk parts of the program.
- Managing contractor – to manage and provide technical assistance in disaster risk management; institutional assessment and change; community engagement/social inclusion; knowledge to policy; and monitoring and evaluation. The managing contractor will also provide administrative support, including sub-contracting and financial management.
- Flexible Funding Pool – AusAID and BNPB will jointly decide on how these funds will be used, based on selection criteria to be developed during the design phase. The managing contractor will manage the expenditure of the fund according to this agreement and will be reimbursed as funds are spent. The flexible funds will start at a modest level over the first year and increase as the Program develops a clearer picture of potential investments.

8. Performance Management

Assessing the impact of Disaster Management programs is challenging as the true measure of performance is only assessed in the immediate and recovery phases after an actual event. In this case, the critical measures of impact of a disaster concern: the number of persons killed, injured, rendered homeless, and who required immediate assistance; and the estimated total damage in US dollars. Should significant disasters occur during the life of the program this information will be

collected as part of GoI routine information collection as reflected in the GoI Data and Informasi Bencana Indonesia. In the absence of such as event, the program will report on:

- The number of additional lives protected from program-related disasters.

Broader sectoral performance monitoring can be achieved through the selection of relevant indicators from the UN Hyogo Framework for Action which is periodically assessed by GoI (previously in 2009 and 2011). Relevant headline results from AusAID's corporate performance monitoring system are related to governance and humanitarian and disaster preparedness and response. These include:

- Number of countries supported to improve public financial management
- Number of public servants trained
- Number of civil society organisations (CSOs) supported to track service provision
- Number of vulnerable women, men, girls and boys provided with life-saving assistance in conflict and crisis situations
- AusAID disaster responses launched within 48 hours of a request for assistance in (x) number of humanitarian crises

Annex 7 provides more detailed information on the broad approach to monitoring and evaluation at the whole-of-program level, as well as clear guidance on the standards and resources required to be met for a Program that intends to inform policy reform with credible evidence.

The extent to which AusAID will continue to evaluate the achievement of program goals beyond the life of the program will be discussed with Senior Management during the design phase, as part of broader discussions on how the Indonesia Program wishes to approach impact evaluations in the future.

9. Risks

There are four key risks to achieving the program outcomes, which must be managed during implementation. Program risks and strategies to mitigate these will be further explored during the design phase.

a) A major disaster in Indonesia focuses BNPB attention on response and recovery, reducing its activities and capacity in preparedness.

During any major disaster that extends beyond provincial capacity, there is a high expectation that the National Government, through the coordination of BNPB, will take a lead role. This type of situation will re-prioritise resources and programming not only across GoI but also across multilateral organisations, CSOs, NGOs and donors and refocus efforts towards response and recovery programs. This will impact on the end-of-program outcomes.

This risk will be managed by working at numerous levels of government. While BNPB is focused on the immediate response, the program will continue working with district and provincial BPBDs which are not affected by the response.

b) A change in leadership after the Presidential elections in 2014, potentially leading to a decrease in the level of support and advocacy currently enjoyed by BNPB and DRM.

President Susilo Bambang Yudhoyono has been a very strong advocate for reducing disaster risks and the leadership of Indonesia in DRM nationally and regionally. He established BNPB in 2007 and the Head of BNPB, Dr. Syamsul Maarif, reports directly to the President. The President's leadership

and support of DRM has been recognised formally through the UN and Indonesia is a key leader supporting DRM through ASEAN.

These risks will be managed in two ways. Firstly, the program design will be flexible enough to respond to emerging priorities. This will be achieved by not prescribing activities in the design, but rather by using an annual planning process to determine activities within the design framework. The unallocated funds also provide a means of responding to emerging policy windows. Secondly, the program's governance arrangements will support high level GoI engagement in programming decisions, to ensure the program continues to align with GoI priorities.

c) Evidence from the trials to build community self-reliance show that it is not possible to replicate these approaches across a wider geographic area in Indonesia.

Through robust monitoring and evaluations of these trials, the program seeks to explore whether or not it is a viable option to build community self-reliance through partnerships between local government and CSOs and to show that these approaches can be replicated in other areas across Indonesia. Given that there is little research internationally on how to scale up community DRM activities, there is always a possibility that it will not be feasible to replicate community based DRM on a large scale.

If monitoring and evaluation of the trials shows that the community-level work is not replicable, then there are two options. Firstly, if AusAID decides that it is important to support community self-reliance, even if it is not scalable without external support, then it may choose to continue funding these sorts of activities over the long-term. Secondly, if AusAID does not wish to make this sort of long-term investment at the community level, it may decide to focus its investments in GoI service delivery, through supporting government preparedness for response and increasingly, government-led mitigation measures.

d) Australia's relationship with GoI fails to meet Australian ministerial expectations for providing relief and recovery packages following a major disaster.

There are explicit expectations regarding Australia's timely and effective engagement in response activities. While Indonesia is appreciative of the partnership developed with Australia in DRM, it is increasingly demonstrating a desire to self-manage disaster response. While a new DRM program will continue to foster government-to-government links and support partnering during disaster response events this assumption remains untested.

This risk will be managed by enhancing relationships between key GoI and GoA agencies, both through maintaining the Co-Directorship model between AusAID and BNPB, and through funding joint activities between GoI and GoA agencies.

10. Design process next steps

Following approval at concept peer review, a five page summary of the concept note will be prepared using AusAID's Investment Concept Template and submitted to the Indonesia Program First Assistant Director General (FADG) for approval to submit to the Strategic Program Committee (SPC). Should the SPC approve the concept note, it will proceed to the design stage.

The design process will run until July/August 2013, when the design peer review will be held. Over this period, further in-depth dialogue will be conducted with government and non-government stakeholders to develop the design and maintain stakeholder ownership of the design. Key partners for dialogue will include:

- GoI: BNPB, Bappenas, MoHA, sample of provincial and district BPBDs.
- CSOs: Palang Merah Indonesia, Nahdlatul Ulama, Muhammadiyah, Oxfam
- AusAID: Indonesia Desk, HES, Climate Change Thematic Group, Asia Regional Section

- Whole-of-government: Geo-Science Australia, DFAT, Prime Minister and Cabinet, Australian Defence Force

During the design period, more in-depth analysis will be conducted to test and strengthen the evidence base for decisions in the concept note. Analysis is being commissioned in the following areas:

- Organisational assessment of BNPB and a sample of provincial and district BPBDs.
- Political economy analysis
- Public financial management analysis for the DRM sector
- Approaches to linking local government, CSOs and communities in DRM
- Social inclusion

The quality assurance process for the design will be a peer review, with final approval by the Indonesia Program FADG. Further details on the peer review are in the Commissioning Minute.